
YOUNG PARENTS DEMONSTRATION PROGRAM: ROUNDS I AND II GRANTEE IMPLEMENTATION AND IMPACT RESULTS

FINAL REPORT

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ABSTRACT

The Young Parents Demonstration (YPD) is a federal grant initiative, sponsored by the U.S. Department of Labor's Employment and Training Administration (DOL/ETA) and Chief Evaluation Office (CEO) to test the effectiveness of enhanced services in improving educational and employment outcomes for at-risk parenting and expectant youth. The focus of this report is on the 13 YPD Rounds I and II grants awarded in June 2009. YPD grantees were required to implement a differential experimental research design, whereby treatment group members received an additional level of services above and beyond the base level of services provided to the control group. The treatment intervention, which was determined by each grantee, was aimed at improving employment and earnings of participants, as well as improving chances that participants would obtain additional educational degrees and certifications.

Study findings are based on: (1) collection of participant-level data through a Participant Tracking System (PTS); (2) site visits or telephone interviews with the 13 Rounds I and II YPD grantees; and (3) collection and matching of Unemployment Insurance (UI) wage record data available through the National Directory of New Hires (NDNH). The impact results reported focus on employment and earnings impacts for Rounds I and II participants. The main finding of the impact analyses using quarterly UI wage record data is that the YPD intervention had a positive and statistically significant impact on the cumulative earnings of program participants through two years after random assignment, though this early earnings impact appears to fade by the sixth year after random assignment. Cumulative earnings were \$384, \$567, and \$677 higher at quarters four, six and eight after random assignment, respectively, for the treatment group. When earnings impacts were estimated for specific quarters – i.e., the second, fourth, sixth, and eighth quarters after random assignment—the estimated impacts were still positive, but were not statistically significant. Exploratory subgroup analyses suggested that YPD was successful for high school-age participants through two years after random assignment – those ages 16 and 17 at intake – but had little impact on older youth. In terms of earnings, this group of 16 and 17 year olds consistently saw gains in cumulative earnings through two years after random assignment – \$894, \$1,262, and \$1,600 for quarters four, six, and eight after random assignment, respectively. Despite cumulative earnings gains at two years, by the sixth year after random assignment, there were no significant differences in annual earnings between the treatment and control groups, indicating that earning differences faded and subsequently disappeared at some point after the second year. The lack of measureable impacts on employment and earnings outcomes aligns with a number of recent experimental studies of at-risk youth interventions initiatives where either no statistically significant impact results were found, though YPD study results contrast with some studies of mentoring that have suggested positive and statistically significant impacts of mentoring services.

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LIST OF ACRONYMS

Acronym	Description
ABE	Adult Basic Education
AFDC	Aid to Families with Dependent Children
AJC	American Job Center (which replaced One-Stop Career Centers)
APPAM	Association for Public Policy Analysis and Management
ARRA	American Recovery and Reinvestment Act
BBBSP	Big Brothers Big Sisters Program
BESI	Barriers to Employment Success Inventory
CBO	Community-Based Organization
CDL	Commercial Driver’s License
CEO	The Center for Employment Opportunities (YPD Grantee)
CNA	Certified Nursing Assistant
CSBG	Community Service Block Grants
DOL	U.S. Department of Labor
DOL/ETA	U.S. Department of Labor, Employment and Training Administration
EES	Employment and Employer Services (YPD Grantee)
ESL	English as a Second Language
ETA	Employment and Training Administration
EWP	Every Woman’s Place, Inc. (YPD Grantee)
FBO	Faith-Based Organization
FPLS	Federal Parent Locator Service
FSW	Family Support Worker
GAO	Government Accountability Office (formerly the General Accounting Office)
FY	Fiscal Year
GED	General Educational Development
GSCS	Good Samaritan Community Services (YPD Grantee)
HRDF	Human Resource Development Foundation, Inc. (YPD Grantee)
HSE	High School Equivalency
IFSP	Individual Family Support Plan
ISP	Individualized Service Plan
ITA	Individual Training Account
JOCCA	Joint Orange-Chatham Community Action, Inc. (YPD Grantee)
LEAP	Learning, Earning, and Parenting Program
LRWIB	Little Rock Workforce Investment Board (YPD Grantee)
MA	Medical Assistant
MIHP	Maternal and Infant Health Program
MOU	Memorandum of Understanding
NDNH	National Directory of New Hires
OCSE	Office of Child Support and Enforcement

OJT	On-the-Job-Training
OLS	Ordinary Least Squares
OTTP	Special Service for Groups/Occupational Therapy Training Program (YPD Grantee)
PFF	Partners for Fragile Families
PFS	Parent’s Fair Share
PTS	Participant Tracking System
RA	Random Assignment
RCT	Randomized Controlled Trial
SGA	Solicitation for Grant Applications
SNAP	Supplemental Nutrition Assistance Program (formerly Food Stamps)
SOW	Statement of Work
SSDI	Social Security Disability Insurance
SSI	Supplemental Security Income
TABE	Test of Adult Basic Education
TANF	Temporary Assistance for Needy Families
TPD	Teenage Parent Demonstration
UI	Unemployment Insurance
WIA	Workforce Investment Act of 1998
WIB	Workforce Investment Board
WIOA	Workforce Innovation and Opportunity Act of 2014
YPD	Young Parents Demonstration

EXECUTIVE SUMMARY

BACKGROUND

The Young Parents Demonstration (YPD) was a federal grant initiative, sponsored by the U.S. Department of Labor’s Employment and Training Administration (DOL/ETA), “to provide educational and occupational skills training leading to economic self-sufficiency” for both mothers and fathers and expectant parents, age 16 to 24 (DOL/ETA 2008). In Fiscal Year (FY) 2008, Congress designated Pilot, Demonstration, and Research funds under the Workforce Investment Act of 1998 (WIA) for DOL/ETA to award competitive grants under the YPD initiative. The purpose of these grants was to test the effectiveness of enhanced services in improving educational and employment outcomes for at-risk parenting and expectant youth. The focus of this report is on the 13 grants awarded in June 2009 under Rounds I and II. Rounds I and II grant recipients included local Workforce Investment Boards (WIBs) and community-based nonprofit service provider organizations. Grant periods of performance for the 13 Rounds I and II grantees were for three years, with grant amounts ranging from \$386,934 to \$1,000,000. Exhibit ES-1 provides an overview of the 13 Rounds I and II grants, including the grantee name, location, and a brief description of the base or existing services (for treatment and control group members) and the enhanced services (for treatment group members only) provided by each YPD grantee.¹

YPD grantees were required to implement a differential experimental research design, whereby the treatment group received an enhanced service intervention, providing treatment group members with an additional level of services above and beyond the base level of services provided to the control group. The treatment intervention, which was determined by each grantee, was aimed at improving employment and earnings of participants (both short- and long-term), as well as improving chances that participants would obtain additional educational degrees and certifications. As a result of the random assignment process, individuals recruited and screened by grantees had a 50 percent chance of being enrolled into the treatment group versus the control group. A total of 2,032 individuals were randomly assigned, with almost identical numbers randomly assigned to the treatment and control groups. As shown in Exhibit ES-1, the numbers of individuals randomly assigned by grantees ranged from 66 at The Center Foundation, to 207 at the Little Rock WIB, with an average of 156 youth randomly assigned per grantee.

¹ In June 2011, ETA announced the award of Round III grants to four additional organizations, all community-based nonprofit organizations. Grant periods of performance for Round III were for four years (one year longer than Rounds I and II grants), beginning in July 2011. Round III YPD grants are the focus of a separate final report (see Trutko et al. 2018). Where the main focus of outcomes were employment and earnings for Round I/II grantees based on availability of National Directory of New Hires wage records, the Round III analysis was supported by both wage record data and a participant follow-up survey at 18 months after random assignment, which allowed for analyses of educational outcomes and a considerable range of other participant outcomes, including welfare receipt, family composition, changes in marital status, and other outcomes. (See Trutko et al. 2018)

Exhibit ES-1: Overview of YPD Rounds I and II Grantees

Grantee	Location	# of YPD Enrollees	Base Services (for Treatment and Control Groups)	Enhanced Services (for Treatment Group Only)
Brighton Center, Inc.	Newport, KY	123	Education, job readiness/placement, life skills, occupational training, support services, career counseling, and case management	Professional mentoring to address personal development, educational support, and career advising
Youth Co-Op, Inc.	Miami, FL	201	Education, job readiness/ placement, life skills, occupational training, support services, career counseling, and case management (WIA Youth Program)	Professional and volunteer mentoring on program and personal issues, including 40-hour life/parenting skills workshop
Special Service for Groups/Occupational Therapy Training Program (OTTP)	Los Angeles, CA	160	Education, job readiness/placement, life skills, occupational training, internships, support services, case management, and mentoring (WIA Youth Program)	Additional professional mentoring and life skills training focused on parenting by occupational therapists
City and County of Honolulu Workforce Investment Board (WIB)	Honolulu, HI	160	Education, job readiness/placement, occupational training, support services, and case management (WIA Youth Program)	Volunteer or professional mentoring focused on personal development and parenting
Employment and Employer Services (EES)	Chicago, IL	201	Education, job readiness/placement, occupational training, support services, and case management (WIA Youth Program)	Professional mentoring that helped support and reinforce connection with services at the One-Stop Career Center; monthly group workshops
Every Woman’s Place, Inc. (EWP)	Muskegon, MI	154	Education, job readiness/placement, life skills, occupational training, support services, and case management	Professional mentoring on work-life issues and parenting (includes Work-Life and Parenting Mentors)
Little Rock Workforce Investment Board (WIB)	Little Rock, AK	207	Professional mentoring, parenting, life skills, and support services	Education, occupational training, job readiness/placement, support services, and case management (WIA Youth Program)
The Center for Employment Opportunities (CEO)	New York, NY	168	Transitional jobs, job readiness/job placement, support services, and case management	GED, life skills, occupational training (including Career Academy construction trades training), job placement/development assistance
Good Samaritan Community Services (GSCS)	San Antonio, TX	107	Education, job readiness, life skills, support services, and case management (WIA Youth Program)	Occupational training (short-term) and job placement/experience
The Center Foundation	Media, PA	66	Volunteer and professional mentoring, support services, and case management	Job readiness (coaching), career counseling, and life skills (financial literacy)
Lancaster County Workforce Investment Board (WIB)	Lancaster, PA	200	Education, job readiness, occupational training, career counseling, and case management (WIA Youth Program)	Job experience (paid internships), support services, and volunteer mentoring (for select group of treatment group participants)
Human Resource Development Foundation, Inc. (HRDF)	Charleston, WV	194	Education, occupational training, job readiness, career counseling, and case management (WIA Youth Program)	Occupational training (individual training accounts and on-the-job training)
Joint Orange-Chatham Community Action, Inc. (JOCCA)	Pittsboro, NC	91	Education, job readiness/placement, life skills, occupational training, support services, case management and mentoring (WIA Youth Program and CSBG)	Professional development seminars, career and academic advising, personal development, parenting, and job experience (paid internships)

In 2010, DOL/ETA contracted with Capital Research Corporation and The Urban Institute – along with subcontractors, Abt Associates/ABT SRBI, Westat, Inc., and The George Washington University – to conduct process/implementation and outcome/net impact evaluations of YPD. The aim of the process/implementation evaluation effort was to provide DOL/ETA with a detailed description of the treatment and control group interventions as they were implemented in each site, including information about the types of services provided, participant flow through services, and implementation challenges. The impact evaluation study component was aimed at estimating net impacts of the treatment (i.e., the service enhancement provided to treatment group participants) on employment and earnings of Rounds I and II participants. Study findings in this report, which focus on the 13 Rounds I and II YPD grantees, are based on: (1) collection of participant-level data through the Participant Tracking System (PTS); (2) site visits to eight and telephone interviews with five YPD grantees; and (3) collection and matching of Unemployment Insurance (UI) wage record data available through the National Directory of New Hires (NDNH).

This report presents impact results from the first two rounds of YPD grants, examining employment and earnings outcomes for young parents randomly assigned under the demonstration effort to treatment and control groups. Additionally, this report presents key findings and lessons learned from the implementation study component of the evaluation, which focused on the services provided by YPD grantees to participants.

KEY STUDY FINDINGS

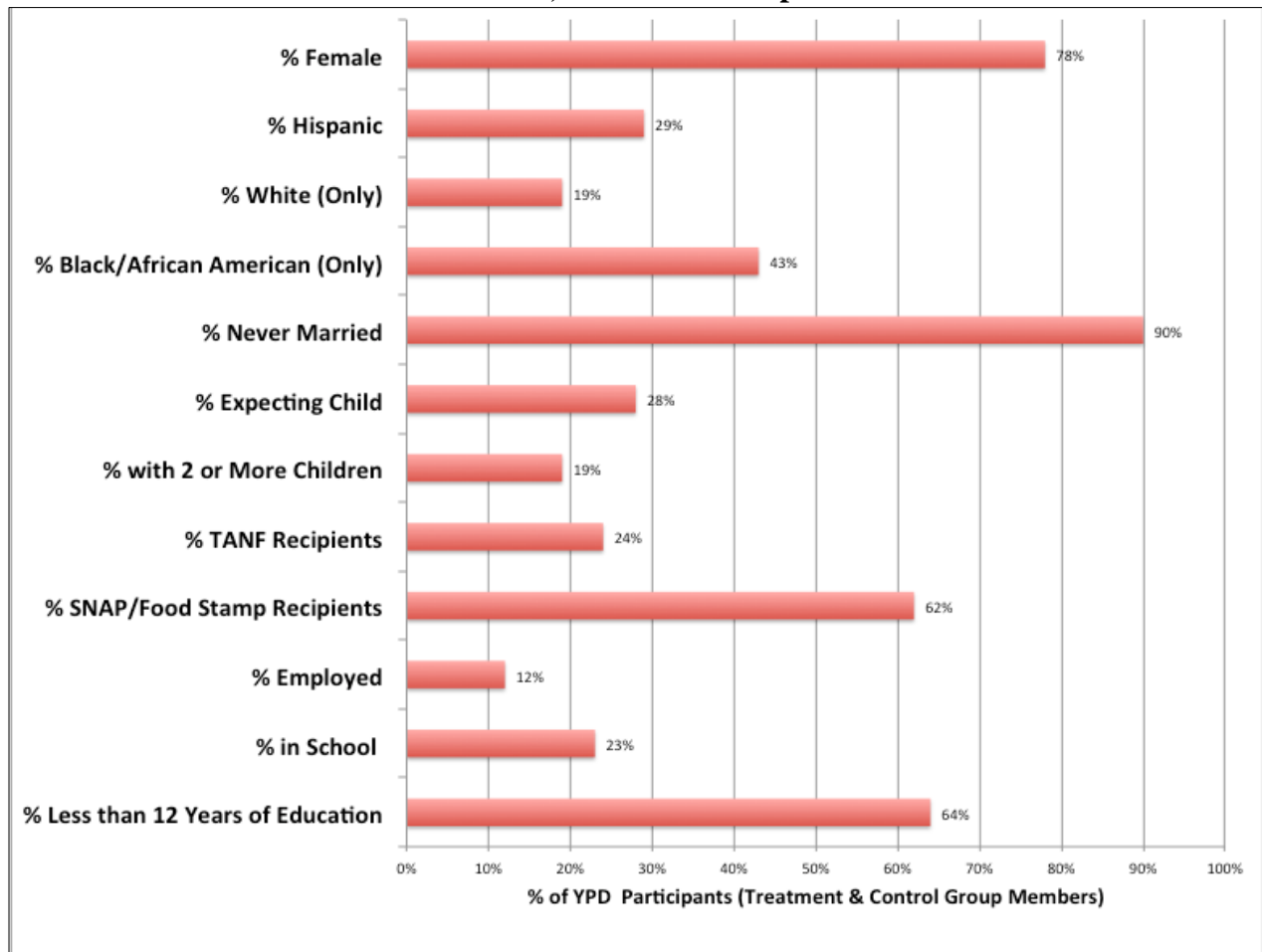
1. Population Served by YPD Grantees

As shown in Exhibit ES-2, YPD participants were predominantly female (78 percent), never married (90 percent), Supplemental Nutrition Assistance Program (SNAP) recipients (62 percent), unemployed (88 percent), and had less than 12 years of education (64 percent). On average, participants were 19.6 years old at intake. Relatively few YPD participants were employed at intake – those who were employed had low paying jobs (paying less than \$10 per hour). About one-quarter of YPD participants were enrolled in school at intake (23 percent).

2. YPD Intervention Services

The YPD program tested a differential treatment model, whereby both treatment and control group members received a base level of services, but treatment group members received additional services. The implementation/process study component provided qualitative information about the structure and content of program services, participant flow through activities, and perspectives of staff on the benefits of YPD program services for both treatment and control group members. Program participant data confirmed that YPD treatment group participants in each of the 13 demonstration sites received additional services. Base services and enhancements varied substantially across Rounds I and II grantees, as highlighted below (and shown earlier in Exhibit ES-1).

Exhibit ES-2: Overview of Selected YPD Participant Characteristics at the Time of Enrollment, All YPD Participants



Source: Participant Tracking System (Rounds I/II, N = 1,941)

Base/Existing Services (Provided for both YPD Treatment and Control Group members). The majority (11) of the 13 Rounds I and II YPD grantees operated programs that offered education, training, and employment-focused activities as their existing services. In general, these activities were intended to help participants obtain the skills and credentials needed for jobs in demand in the local labor market, including: Adult Basic Education (ABE) instruction, General Education Development (GED) preparation, English as a Second Language (ESL) classes, tutoring, post-secondary education, life skills/job readiness training, occupational skills training, paid or unpaid internships, job shadowing, work experience/transitional employment, On-the-Job-Training (OJT), career counseling, job placement, job retention services, parenting instruction, and financial/budgeting instruction. The other two of the 13 grantees operated programs that focused primarily on mentoring activities and/or parenting education as the existing services available to all of their YPD enrollees. These two grantees assigned professional or volunteer mentors to YPD treatment and control group participants to provide life skills training and ongoing support to assist participants in meeting their personal, educational, and employment goals.

YPD Enhanced Services (Provided for Treatment Group Members Only). YPD grantees were provided substantial latitude in developing their own particular mix of enhanced services available only to members of the treatment group. Seven (7) grantees implemented interventions that offered specific education, training, and/or employment activities not available to members of the control group. The remaining six (6) YPD grantees implemented mentoring initiatives as an enhancement to their existing education, training, and employment services. Most of these six YPD grantees matched professional (i.e., paid) mentors with the YPD participants, relying on either grantee or partner staff. None of the six grantees relied solely on volunteer mentors from the local community and only two of the six grantees used volunteers for any part of their mentoring programs.

Per Participant Grant Expenditures. There was considerable variation across grantees, with the amount spent per participant ranging from under \$7,000 at three grantees (CEO, Little Rock WIB, and EWP) to in excess of \$12,000 per participant in three sites (JOCCA, GSCS, and Center Foundation). The average expenditure per participant across the 13 Round I/II grantees was \$8,682.

3. YPD Estimated Impacts on Participant Employment and Earnings

Employment and earnings impacts were the focus of the Round I/II impact study evaluation.² The main finding of the impact analyses using quarterly UI wage record data was that the YPD intervention had a positive and statistically significant impact on the cumulative earnings of program participants through two years after random assignment (when participant data were pooled across the 13 Rounds I and II grantees). However, an exploratory analysis of earnings for the sixth year after random assignment for a subgroup of YPD participants indicated that earnings gains reported through two years after random assignment faded overtime and by the sixth year after random assignment there were no measurable statistically significant differences in earning between the treatment and control groups.

Cumulative earnings were \$384, \$567, and \$677 higher at quarters four, six and eight after random assignment, respectively, for the treatment group (results significant at the 0.10 level) in comparison to the control group. When earnings impacts were estimated for specific quarters – i.e., the second, fourth, sixth, and eighth quarters after random assignment – the estimated impacts were positive, but were not statistically significant.³ Exhibit ES-3 provides estimated impacts of YPD on quarterly earnings and Exhibit ES-4 provides estimated impacts of YPD on the quarterly employment rate (at quarters two, four, six and eight after random assignment).

Exploratory subgroup analyses through two years after random assignment suggested that YPD was successful for high school-age participants – those ages 16 and 17 at intake – but had

² A participant follow-up survey was conducted with Round III participants, which allowed for analyses of a wider range of outcomes, including educational attainment, changes in family composition, welfare receipt, housing and food security, and other outcomes. See Trutko et.al. 2018.

³ With regard to employment, while the YPD interventions had a positive and statistically significant impact on whether a participant was employed during the fourth quarter after random assignment (significant at the 0.10 level), by the eight quarter after random assignment no employment impacts were found.

little impact on older youth. In terms of earnings, this group of 16 and 17 year olds consistently saw gains in cumulative earnings – \$894, \$1,262, and \$1,600 for quarters four, six, and eight after random assignment, respectively (results significant at the 0.05 level). Quarterly earnings were also higher for the treatment group in quarters two, four, six, and eight; however, a statistically significant impact on quarterly earnings – \$311 – was only detected in the fourth quarter (statistically significant at the 0.05 level using a two-tailed t-test). The findings for high school-age youth, coupled with the lack of statistically significant findings for youth ages 18 and older, suggest that the overall YPD findings at two years after random assignment may have been driven by the impact of YPD on youth ages 16 and 17; however, these results should be interpreted with caution as the subgroup analyses are exploratory.

Exhibit ES-3: Estimated Impact of YPD on Quarterly Earnings at Quarters Two, Four, Six, and Eight after Random Assignment [Regression-Adjusted Means]

Earnings	Sample Size	Treatment Group	Treatment Group	Estimated Impact (\$)	P-Value
		Observed Mean (\$)	Estimated Mean without YPD, Regression-Adjusted (\$)		
Quarter 2 after RA					
Quarterly Earnings	1,851	836	730	106	0.144
Quarter 4 after RA					
Quarterly Earnings	1,900	1,017	917	100	0.176
Cumulative Earnings	1,908	3,346	2,962	384*	0.071
Quarter 6 after RA					
Quarterly Earnings	1,879	1,113	1,055	58	0.463
Cumulative Earnings	1,908	5,528	4,961	567*	0.073
Quarter 8 after RA					
Quarterly Earnings	1,766	1,205	1,122	83	0.276
Cumulative Earnings	1,886	7,750	7,073	677*	0.100

Source: Authors’ analysis of National Directory of New Hires data. N = 1,908.

Note: OLS regression analysis, controlling for characteristics of YPD participants collected at intake (age, sex, race/ethnicity, marital status, expectant parent status, number of children, and employment and school status) as well as site fixed effects, is used to assess statistical significance. *<0.1; **<0.05; ***<0.01

Exhibit ES-4: Estimated Impact of YPD on Employment Status at Quarters Two, Four, Six, and Eight after Random Assignment [Regression-Adjusted Means]

Employment Status	Sample Size	Treatment Group	Treatment Group	Estimated Mean Impact (%)	P-Value
		Observed Mean (%)	Estimated Mean without YPD, Regression-Adjusted (%)		
Employed in Quarter 2 after RA	1,829	39.5	37.1	2.4	0.321
Employed in Quarter 4 after RA	1,878	44.2	40.0	4.2*	0.066
Employed in Quarter 6 after RA	1,858	47.4	44.8	2.6	0.277
Employed in Quarter 8 after RA	1,749	48.3	44.9	3.4	0.133
Ever Employed 4 Consecutive Quarters	1,851	36.6	34.0	2.6	0.268

Source: Authors' analysis of National Directory of New Hires data. N = 1,908.

Note: Logistic regression analysis, controlling for characteristics of YPD participants collected at intake (age, sex, race/ethnicity, marital status, expectant parent status, number of children, and employment and school status) as well as site fixed effects, is used to assess statistical significance. *<0.1; **<0.05; ***<0.01

In exploratory impact results for YPD grantees individually through two years after random assignment, there were few cases where statistically significant employment and earnings impacts were detected. For example, three grantees – Brighton Center, Inc., City and County of Honolulu, and The Center for Employment Opportunities – had early earnings gains among the treatment group that were statistically significant, but the impacts diminished by quarters six and eight after random assignment and were no longer statistically significant. In contrast, later earnings gains – at eight quarters after random assignment – were found for the treatment group in two grantees – Human Resources Development Foundation and Joint Orange-Chatham Community Action, Inc. Because the sample sizes at individual grantees were small and results at the individual grantee level were not regression-adjusted due to small sample sizes, caution should be taken in interpreting results at the grantee-level. Additionally, the process/implementation study did not provide evidence to support or explain why participants in these sites might have experienced statistically significant earnings gains.

Although it was not possible to systematically collect a continuous stream of earnings data for Round I/II grantee participants beyond two years after random assignment, in February 2018, DOL (in partnership with the Office of Child Support and Enforcement (OCSE)) was able to make available a follow-up batch of wage records matched to Round I/II participants for an eight-quarter period (beginning in quarter one of 2015 and ending in quarter 2 of 2017). This additional batch of wage record data provided an opportunity to explore employment and earnings outcomes for a subset (about one-third of the impact study sample) of YPD Round I/II participants during the sixth year after random assignment. Though exploratory, analyses of annual earnings at six years after random assignment for this subset of Rounds I and II participants for which wage records were available indicated that there were no measurable (statistically significant) annual earnings difference between treatment and the control groups. (see Exhibit ES-5).

Exhibit ES-5: Impact of YPD on Cumulative Annual Earnings in Year Six after Random Assignment [Using Regression-Adjusted Means]

Earnings	Number of Observations Used	Treatment Group	Treatment Group	Estimated Impact (\$)	P-Value
		Observed Mean (\$)	Estimated Mean without YPD, Regression-Adjusted (\$)		
Cumulative Earnings in Year 6	628	7,204	7,243	-39	0.351

Source: Authors' analysis of National Directory of New Hires data. N = 842.

Note: OLS regression analysis of log annual earnings in year six after random assignment, controlling for characteristics of YPD participants collected at intake (age, sex, race/ethnicity, marital status, expectant parent status, number of children, and employment and school status) as well as site fixed effects, is used to assess statistical significance. *<0.1; **<0.05; ***<0.01

Taken together, the main findings from the impact and implementation studies suggest that the service enhancements provided by YPD Rounds I and II grantees led to increased cumulative earnings at two years after random assignment, but these earnings gains evaporated by the sixth year (and perhaps earlier). Though this overall finding should be approached with some caution, other experimental studies of programs serving at-risk youth such as the Teenage Parent Demonstration and Job Corps have shown that early employment and earnings impacts can evaporate over time. Further, as has been found in the Career Academy, Job Corps, and Parents' Fair Share experimental evaluations, employment and earnings impacts can be uneven across different types of participants: in the case of YPD participants, exploratory analyses for the first two years after random assignment suggest that employment and earnings gains are greatest and concentrated among the youngest parents served (16 and 17 year olds) and that much of the net impact differences (through two years after random assignment) may be accounted for by this group alone.

Perhaps because of small sample sizes at the individual YPD grantee level, for the most part, it was not possible to detect significant impact differences at the site level or to draw conclusions about how specific interventions may be linked with or explain participant outcomes. Because of the differential experimental research design (i.e., with both treatment and control group participants receiving considerable services) and substantial variation in the base and enhanced services implemented across the 13 sites, it was not possible to link the cumulative earnings gains at two years after random assignment to a specific intervention or set of program services/activities.

Moving forward, the YPD demonstration, while not providing a roadmap for effective strategies for serving at-risk parenting youth, does suggest how DOL/ETA, other human services organizations, and foundations might identify and test other effective approaches to serving at-risk youth in the future. It is possible that future studies of mentoring (and other interventions grantees tested during YPD) could yield positive, measurable impacts for at-risk youth not found in YPD if: (1) sample sizes are larger to provide better powered analyses to more precisely estimate impacts between the treatment and control groups; (2) demonstration sites are able to

better engage participants in services (particularly mentoring) and provide a more substantial dosage of treatment group services to participants, develop their programs and services more fully, and serve young parents for a longer period of time; (3) to the extent feasible, demonstration sites ensure that the contrast between the services to the treatment and control groups are more distinct and consistent across sites so the evaluation can more strongly tie measurable impacts to specific interventions; and (4) participant outcomes (including educational attainment, employment and earnings, involvement with the criminal justice system, and other outcomes associated with long-term self-sufficiency) are followed for a period of five or more years to determine what may appear to be early impacts fade over time.

CHAPTER 1: INTRODUCTION

The Young Parents Demonstration (YPD) was a federal grant initiative, sponsored by the U.S. Department of Labor's Employment and Training Administration (DOL/ETA), to enhance DOL/ETA's existing programs to better serve at-risk and disadvantaged young parents and expectant parents. Grant funds were to be used to serve young parents (both in-school and out-of-school mothers and fathers) and expectant parents ages 16 to 24, including those in high-risk categories such as: victims of child abuse; children of incarcerated parents; court-involved youth; youth at risk of court involvement; homeless and runaway youth; Native American youth; migrant youth; youth in, or aging out of, foster care; low-income youth, and; youth with disabilities. Many of these young parents were considered disconnected at-risk youth, as they may not be in school or working. In Fiscal Year (FY) 2008, Congress designated Pilot, Demonstration, and Research funds under the Workforce Investment Act of 1998 to award competitive grants under YPD to organizations providing educational and occupational skills training to young parents who may be at risk of low educational attainment and poor employment opportunities. The purpose of these grants was to test the effectiveness of enhanced services in improving educational and employment outcomes for at-risk young parents and expectant parents.⁴ (DOL/ETA 2008, p. 57670)

This report presents early impact results from the first two rounds of YPD grants, examining employment and earnings outcomes of young parents randomly assigned under the

⁴ In the context of YPD in this report, when references are made to young parents, they are intended to include both mothers and fathers, as well as expectant parents, in the age range of 16-24.

demonstration effort to treatment and control groups.⁵ Additionally, this report presents key findings and lessons learned from the implementation study component of the evaluation, which focused on the services provided by YPD grantees to participants.

A. LESSONS FROM PRIOR EFFORTS TO IMPROVE THE WELL-BEING OF AT-RISK YOUTH

There are many programs that serve at-risk youth, including young parents, that aim to improve their life chances by ensuring they have the basic education, technical skills, and life skills that will help them succeed. This section first highlights the issue of teen pregnancy and its effects on the well-being of young parents and children, then reviews key findings from experimental studies of interventions to assist at-risk youth and young parents.

Teenage Pregnancy and Well-Being of Young Parents and Their Children. YPD was initiated to test innovative approaches that address the persistent challenges associated with teenage pregnancy and parenting in the United States. While the birth rate has declined almost continuously over the past 20 years, the teen birth rate is still higher in the U.S. than many other developed countries, including Canada and the United Kingdom (United Nations Statistics Division 2015). In 2013 there were 26.5 births for every 1,000 females ages 15 to 19, or 273,105 births nationwide by females in this age group. Nearly 9 in 10 (89 percent) of those births occurred outside of marriage (Hamilton et al. 2015). As underscored in DOL/ETA’s grant solicitation for YPD, early pregnancy and childbearing is connected to a range of challenges that affect the long-term well-being of mothers and their children:

...Early pregnancy and childbearing is closely linked to a host of critical social issues reflecting both the disadvantaged backgrounds of most teen parents and the consequences

⁵ A separate report has been prepared on Round III grantee, which goes beyond this report to in addition to exploring employment and earnings impacts, to analyze educational attainment, family composition, welfare receipt, and a range of other outcomes. (See Trutko et al., 2018)

of early childbearing. Teenage mothers and their children experience more negative outcomes than mothers who delay childbearing until they are older. Children of teen mothers are more likely to be born prematurely and at low birth weight, to suffer higher rates of neglect and abuse, to perform poorly in school, and to become teen parents themselves. Teen mothers are more likely to drop out of school, live in poverty, have lower overall educational attainment, and be dependent on public assistance at some point in their lives. (DOL/ETA 2008, p. 57670)

Seven in 10 children living with a single mother are poor or low-income, compared to less than one-third (32 percent) of children living in other types of families (Mather 2010). Many of these families are dependent on public assistance at some point in their lives, and they are more likely to experience poor nutrition, education, and health outcomes. The educational levels and earnings of men who become fathers during their teen years are also lower than their counterparts. Compared to men who do not have children during their teen years, men who have a child with a teen mother tend to complete fewer years of education, are less likely to receive a high school diploma or high school equivalency credential, and earn 10 to 15 percent less (Brein and Willis 1997; Hoffman 2006). A recent review of the literature by Sick et al. (2018) highlights some of the key challenges faced by young parents:

...Adolescents who have children while in high school face unique obstacles to completing their education as they must balance their complex needs as a student with the needs of their children. Indeed, only about half of mothers who have children in their teens finish high school (Center for the Study of Social Policy 2015). Reliable child care is often a major determining factor of young parents' success in school, and teen parents commonly struggle to find stable, affordable, high-quality child care that meets their scheduling needs (Sadler et al. 2007). Young parents also have lower levels of social support (such as networks of family, friends, and neighbors that can provide emotional and practical support in times of need) than older mothers (Albritton et al. 2014; Ozbay et al. 2007), making it even more challenging for them to balance their complex demands. Many schools are not equipped to address teen parents' needs for flexible hours, alternative courses, and on-site child care (Aron and Zweig 2003). Further, young parents who do not complete high school have especially low basic skills. That, coupled with the effects of parenting responsibilities, limits their employment opportunities beyond low-wage jobs (Maynard 1995).⁶

⁶ See Sick et al. 2018 for a more detailed discussion of young parent families, ages 18 to 24, using data from the Survey of Income and Program Participation (SIPP).

Teen childbearing also has costs for society at large.⁷ Major costs include public sector services addressing health care, increased use of child welfare services, and lost tax revenue from absent or reduced engagement in the workforce by parenting teens. Taken together, the poor outcomes of young parents and high societal costs call for interventions that offer these youth better opportunities for supporting their families and contributing to their communities.

Experimental Studies of Interventions Aimed at Improving Outcomes of At-Risk Youth. Many programs have targeted pregnant and parenting teens, providing health and prenatal services, parenting and social supports, and resources to allow them to complete their education or participate in job training. In planning YPD, DOL/ETA structured its goals and services based on randomized controlled trial (RCT) studies that had targeted youth and parenting teens. These earlier initiatives, several of which were cited in the original YPD grant solicitation,⁸ focused on keeping youth in school and reducing the likelihood of dropping out of school before attaining a high school diploma, helping youth to attain additional educational degrees or other credentials/certificates, improving job readiness, and providing parenting skills. A common emphasis of these initiatives was on the importance of obtaining high school diplomas and pursuing further education or job training to improve short- and long-term employability, earnings, and self-sufficiency.

Experimental impact studies (involving random assignment of youth to treatment and control groups) of initiatives to assist at-risk youth improve their education, employment, and a range of other outcomes have had mixed results. Some studies have found no significant impacts of intervention services, while others have found positive impacts for certain participant

⁷ For example, Hoffman (2006) estimated annual costs to taxpayers of approximately \$9.1 billion related to teen childbearing.

⁸ Programs cited in the SGA included: New Chance, Teenage Parent Demonstration (TPD), Learning, Earning, and Parenting (LEAP), Parents' Fair Share, and Partners for Fragile Families (DOL/ETA 2008).

outcomes, but not others. Key impact findings from several of the programs that DOL/ETA cited in its SGA were the following:

- Treatment group participants in the *New Chance Program*, which focused on providing young mothers with educational, vocational, and parenting skills training, were, in fact, more likely to have problems finding a place to live, birth a second child sooner, and report experiencing parenting stresses. Child developmental outcomes did not appear to be improved for the treatment group participants' children (Quint et al. 1997).
- Although the *Teenage Parent Demonstration* for teen mothers receiving Aid to Families with Dependent Children (AFDC) led to increased school attendance, job training completion, and employment initially, effects quickly faded after the program's conclusion (Kisker et al. 1998).
- Experimental studies of *Parents' Fair Share* and *Partners for Fragile Families*, which served young noncustodial fathers to help increase their child support payments, showed increased employment and earnings (although modest for *Partners for Fragile Families*). In the case of *Parents' Fair Share*, the earnings increases were experienced by the least-employable men who needed assistance finding jobs. Both studies showed increased child support payments (Miller and Knox 2001; Martinson et al. 2007).
- Bos and Fellerath's (1997) experimental evaluation of *Learning, Earning, and Parenting (LEAP)* programs found that enrollment in LEAP led to increased high school and GED program attendance, and successful completion of additional school years.

Findings from several other impact studies of initiatives targeted on at-risk youth identified participant impacts on some outcome measures but not others, the possibility that early impacts of programs may fade over time, and general challenges to serving this at-risk youth:

- An MDRC study of the *ChalleNge* initiative, which targeted high school dropouts (16 to 18 years of age), found randomly assigned treatment group participants were much more likely than those assigned to the control group to have obtained a GED, to have earned college credits, and be employed. There were, however, few statistically significant differences between groups on measures of crime, delinquency, health, or lifestyle outcomes (Millenky et al. 2011).
- A Mathematica Policy Research study of the *Job Corps*, targeting youth (16 to 24 years of age), found that program participants were more likely than those in the control group to receive a GED and vocational certificates, and to spend more hours in vocational training. Job Corps participants received intensive vocational/job and life skills training through a residential component to prepare youth for work in a specific trade. The program also provides basic skills training, assistance with housing, referrals for substance abuse treatment, and other supports. However, participation in Job Corps did

not improve college attendance, and it had negative impacts on the likelihood of receiving a high school diploma for those enrolled in school at the time they were assigned to the treatment group. The program increased average weekly earnings about two years after random assignment. In the last quarter of the 30-month follow-up period, the gain in average weekly earnings per participant was \$18, or 11 percent, compared to the control group (average earnings for all participants were \$13 higher). The program provided greater gains for very young students, female participants with children, and older youth who did not possess a high school diploma or GED at enrollment. Arrest rates were reduced by 22 percent. For participants ages 16 and 17, arrest rate reductions were largest in the early follow-up period (about 40 percent), before they started leaving the program. Impacts were more sustained for older applicants – the arrest rate for this group did not increase as much after they left the program (Schochet et al. 2000). However, a follow-up study by Schochet et al. (2006) found that earlier earnings gains for the treatment group faded five years after random assignment and were not significantly different from the control group results.

- A MDRC study of *Career Academies*, serving in-school youth ages 14 to 18, found mixed results for different types of youth, with those identified as “at high-risk” of dropping out of school benefiting the most from the intervention.⁹ Among students identified as at high-risk of school failure (about one-fourth of the study sample), Career Academies significantly cut dropout rates and increased attendance, credits earned toward graduation, and preparation for post-secondary education. When the experimental study results were averaged across the diverse groups of students in the full study sample, however, MDRC concluded that “it appears that the Career Academies produced only slight reductions in dropout rates, and modest increases in other measures of school engagement” (Kemple & Snipes 2000).
- A random assignment evaluation of the *Quantum Opportunities Project (QOP)*, in which 1,100 9th graders from 11 high schools were randomly assigned to a treatment or control group, explored impacts of case management and mentoring, education, developmental activities, community service, supportive services, and financial incentives on educational attainment and labor market participation nine years after program enrollment. The study reported no statistically significant impacts of participation in QOP on postsecondary educational attainment, likelihood of employment, or earnings for the full sample (Schirm and McKie 2006).
- A random assignment study of *Upward Bound* -- one of the largest and longest-running federal programs designed to help economically disadvantaged students prepare for, enter, and succeed in college -- found no overall impacts of the intervention on high school graduation or college enrollment. About 1,500 applicants were assigned to the treatment group and about 1,300 to the control group. Upward Bound projects provide students with a variety of services, including instruction, tutoring, and counseling. In

⁹ The “high-risk” subgroup was defined as students in the study sample (approximately 25 percent of both the Academy and the non-Academy groups) with the combination of characteristics associated with the highest likelihood of dropping out of high school. Six characteristics (such as average daily attendance in the year before the student applied to the Academy) were included in this determination. See Kemple and Snipes 2000, pp. 26-27, for the six factors used.

addition to regularly scheduled meetings throughout the school year, projects offered an intensive instructional program that met daily for about six weeks during the summer. Despite no overall statistically significant impacts, the evaluation found for the subgroup of students with lower educational expectations at baseline – that is, the students who did not expect to complete a bachelor’s degree – Upward Bound increased the rate of postsecondary enrollment and the likelihood of receiving a degree, license, or certificate by 6 and 12 percentage points, respectively, raising the overall postsecondary completion rate to about the level observed for students with higher expectations (Myers et al. 2004; Seftor et al. 2009).

- A RCT to examine the effects of the *Summer Career Exploration Program (SCEP)* in Philadelphia - a program to provide high school students with a summer job in the private sector, pre-employment training, and a college-student mentor - found statistically significant, positive impacts of SCEP on participants’ employment and earnings over the summer that the evaluation occurred; however, these impacts on employment and earnings were not sustained over the one-year follow-up period. The study also found SCEP participants were no more likely to exhibit a stronger orientation toward work and careers than those who did not participate; SCEP did not increase employment rates of participants after they left the program; and SCEP did not foster a more positive outlook toward academic achievement (McClanahan, Sipe, and Smith 2004).

The evaluations of these initiatives serving at-risk youth indicate overall that at-risk youth can be challenging to recruit and engage in intervention services, and that even when they are fully engaged, there may be few measureable long-term impacts, and early participant impacts may fade over time. In conducting an review of youth development, in-school, and out-of-school youth interventions aimed at improving education and employment for disadvantaged youth, Heinrich and Holzer (2011) highlight both the challenges and the potential for interventions improving outcomes:

...On the basis of the programs and evidence reviewed above, what can we say about policies and programs to reduce disconnection and improve education and employment outcomes of disadvantaged youths? While the results in every category of programs are mixed, and the exact mechanisms that generate success in some cases are not well understood, some positive findings do emerge. Investments in youth development and mentoring efforts for adolescents can be quite cost-effective, even though the impacts are modest and tend to fade over time. Paid work experience, especially when combined with high-quality career and technical education, can be quite successful for at-risk students in high school, both by effectively engaging them

in the short term and giving them valuable skills and labor market experience that can improve their earnings over time.¹⁰

Though some of these interventions discussed above provided mentoring services, most services provided under the programs and initiatives highlighted are more comprehensive (with mentoring sometimes provided as complementary part of a package of services). These impact studies results are generally more useful in terms of understanding potential impacts of the base package of services offered by Rounds I/II grantees, rather than mentoring service provided to treatment group participants by some Round I/II grantees as the service enhancement under YPD. The next section provides findings from studies that have focused more directly on the measurable effects of mentoring for at-risk youth.

Mentoring Services as an Approach to Improving the Outcomes for At-Risk Youth.

Mentoring, an approach that was the focus of the enhanced services for about half of the Round I-II grantees, is a strategy for helping at-risk youth succeed in their transition to adulthood by providing individualized support and guidance (DuBois et al. 2002; Grossman & Rhodes 2002; Thompson & Kelly-Vance 2001). Jekielek et al. (2002) provides a useful working definition of “mentoring” in the context of serving youth:

“...Mentoring is often defined as a sustained relationship between a young person and an adult in which the adult provides the young person with support, guidance, and assistance.”

Research on the benefits of mentoring in school and other setting suggests that employment-focused mentoring is important for young parents, in combination with parenting and social support mentoring. For example, Catalano et al. (1998) suggested that mentoring may play a role in helping disadvantaged youth complete school, build positive relationships with adults in

¹⁰ See Heinrich and Holtzer (2011) for a summary of findings from studies of youth development, in-school and out-of-school initiatives. The appendix to this article provides a table that summarizes a variety of at-risk youth, along with an overview of each initiative’s services and outcome measures examined.

their community, and reduce or prevent high-risk behavior. High-quality mentoring improves youth relationships with friends and family, “attitudes toward school and their future, and often improve[s] their behavior and performance as well, regardless of the programs’ explicit goals” (Grossman and Johnson 1998).

Several studies have indicated that youth mentoring programs can have substantial effects on academic achievement. Such programs can contribute to the likelihood that youth will complete high school and attend institutions of higher education (Cave and Quint 1990; Jacobi 1991). General attitudes of youth towards attending school, and successfully meeting academic goals, have also been found to be positively influenced by mentoring interventions (Jekielek et al. 2002). Mentored youth reported more positive interactions with classmates and teachers in school, as well as becoming more engaged with administered curriculums (Grossman and Tierney 1998).

A few studies have examined mentoring in the *Big Brothers Big Sisters Program (BBBSP)*. Grossman and Tierney’s (1998) impact study of mentoring provided through BBBSP found that youth mentoring had positive impacts upon the educational experiences of participants. As compared to control group participants, at the conclusion of the 18-month mentoring intervention, treatment group participants recorded roughly half as many days of school skipped (Grossman & Tierney 1998). Rhodes et al.’s (2000) study of BBBSP concluded that mentoring services provided youth with support that resulted in significantly increased school attendance and helped youth attain higher grade point averages.

Mentoring programs can also positively affect social behaviors and the health of participants, which in turn may help them succeed academically and in the workforce as well (Grossman and Rhodes 2002; Grossman and Tierney 1998; Jekielek et al. 2002; Rhodes et al.

2005; Taussig and Culhane 2010). Youth that received mentoring in the BBBSP reported that they had better relationships with their parents and peers, and felt as though they could more openly communicate with these individuals after program completion (Grossman and Tierney 1998; Rhodes et al. 2000). According to Keating et al. (2002), teachers reported half as many occurrences of problematic behavioral episodes by at-risk youth who were enrolled in a mentoring program. Their parents also related fewer instances of anti-social behavior by the youth. Studying seven mentoring programs in Washington state, Herrera, DuBois, and Grossman (2013) found that, compared with the control group, youth receiving mentoring experienced fewer depressive symptoms and a greater likelihood of positive change at a 13-month follow-up in at least one of the study outcomes (including depressive symptoms, parent trust, social acceptance, self-perceptions of academic abilities, grades, skipping school, misconduct, and pro-social behavior). Herrera et al. (2013) study findings also indicated that mentors who received early-match training and consistent program support met more frequently and had longer-lasting relationships with their mentees. Youth whose mentors received training also reported higher-quality relationships. Heinrich and Holzer (2011), in their review of the literature on at-risk youth interventions note the importance of the frequency and intensity of mentoring services in terms of effects of such services:

... Two key features of youth development programs that appear to increase program effectiveness are the frequency and intensity with which these programs engage youth in activities (academic and nonacademic), particularly in their relationships with mentors. Although the experimental evaluations do not allow for the identification of specific components that contribute to the academic and behavioral/social impacts, the quality and length of relationships that youths develop with their mentors is cited as an important factor in studies of Big Brothers Big Sisters, the Boys and Girls Clubs of America, and Children's Aid Society/Carrera programs, as well as in the meta-analyses of mentoring programs.

A 2011 RCT investigated impacts of the *Massachusetts Adolescent Outreach Program for Youths in Intensive Foster Care (Outreach)*, a relationship-based program in which youth in foster care receive mentoring support (Courtney et al. 2011). The study found that the Outreach intervention significantly increased college enrollment and persistence: for example, significantly more Outreach youth reported being enrolled in college than youth in the regular foster care group (55.7 versus 37.4 percent); and a significantly greater percentage of Outreach youth persisted in college for at least one year compared with youth in the regular foster care group (48.9 versus 30.8 percent). However, the researchers also found that none of the other outcomes of interest (including grade completion, diploma/GED attainment, employment, earnings, and benefit receipt) were significantly different for the treatment and control groups.

A RCT evaluation of *InsideTrack*, a student coaching service providing mentoring to non-traditional college students through their first year of a degree program, found that while coaching was taking place during the first year, coached students were about five percentage points more likely to persist in college. The researchers also found that the effect of coaching on persistence did not disappear after the treatment, with coached students three to four percentage points more likely to persist in college after 18 months and 24 months (Bettinger & Baker, 2014).

Several impact studies of mentoring programs also found that mentored youth are less likely to become or remain involved in criminal activity (Grossman & Rhodes 2002; Grossman and Tierney 1998; Rhodes et al. 2005). For example, youth that received mentoring through the BBBS were nearly one-third (32 percent) less likely to hit someone during program participation than their control group counterparts. However, the mentoring intervention presented in the BBBS study had little influence on deterring theft and property damage by participants (Grossman and Tierney, 1998). Youth mentoring programs may also be effective in

reducing the likelihood that youth will begin to abuse substances. For example, youth enrolled in the BBBS who received the mentoring intervention were 45.8 percent less likely than their control group counterparts to begin utilizing illegal drugs (Grossman and Tierney 1998). A long-term RCT of the *Buddy System*, a one-on-one youth mentoring program in Hawaii designed to prevent juvenile delinquency, found that, among study participants who were arrested before referral to the program, 55 percent of the treatment group were arrested in the next 35 years compared with 75 percent of the control group (O'Donnell and Williams 2013).

A recent RCT examining the effects of the Latin American Youth Center's Promotor Pathway Program (PPP) – a program intended to provide Latino youth ages 16 to 24 in the District of Columbia and Maryland with intensive client management (mentoring) to overcome significant life obstacles (including lack of education, homelessness, substance abuse, criminal convictions, etc.) – found that youth mentoring (treatment group service) did not result in significant or sustained positive impacts in many key outcomes areas that were tracked. Although mentor and mentee engagement across the treatment group was high (94 percent of youth engaged the mentor at least once) employment, substance abuse, and violence and delinquency outcomes were not significantly impacted. Slightly higher rates of school engagement, reduced instances of pregnancy, and increased housing stability were found among treatment group participants (Theodos et al., 2016).

Finally, meta-analyses of mentoring programs have concluded that mentoring programs can positively affect youth development. Tolan et al. (2008) conducted a meta-analytic review of selective mentoring interventions that have been evaluated for their effects on delinquency outcomes for youth (e.g., arrest or conviction, self-reported involvement) and key associated outcomes (e.g., aggression, drug use, academic functioning). Of 112 identified studies published

between 1970 and 2005, 39 met criteria for inclusion in this meta-analysis. The authors found mean effects sizes were significant and positive for each outcome category, with effects largest for delinquency and aggression. The authors concluded that the obtained patterns of effects suggested mentoring may be valuable for those at-risk or already involved in delinquency and for associated outcomes. A second meta-analysis by Dubois et al. (2011) of 73 previous studies (published between 1999 and 2010) found that, on average, mentored youth scored about nine percentile points higher than non-mentored youth on behavioral, social, emotional, and academic measures. Across these 73 studies, the researcher concluded:

...It appears then that mentoring as an intervention strategy has the capacity to serve both promotion and prevention aims. Programs also show evidence of being able to affect multiple domains of youth functioning simultaneously and to improve selected outcomes of policy interest (e.g., academic achievement test scores). From a developmental standpoint, benefits of participation in mentoring programs are apparent from early childhood to adolescence and thus not confined to a particular stage of development. Similarly, although programs typically have utilized adult volunteers and focused on cultivating one-to-one relationships, those that have engaged older peers as mentors or used group formats show comparable levels of effectiveness. Collectively, these findings point toward the flexibility and broad applicability of mentoring as an approach for supporting positive youth development.

...Several other aspects of our findings, however, underscore a need for caution. These include a failure of evaluations to assess several key outcomes of policy interest (e.g., juvenile offending, obesity prevention) or to determine whether benefits for youth are sustained at later points in their development. More generally, we find that gains on outcome measures for the typical young person in a mentoring program have been modest (equivalent to a difference of 9 percentile points from scores of non-mentored youth on the same measures). (Dubois et al. 2011)

Overall, there have been many initiatives and associated studies over the past quarter century aimed at improving the employment, educational, health, and social outcomes for at-risk young parents. Some of these studies have also assessed effectiveness of mentoring – a key focus of the treatment group services for some grantees under Rounds I and II. Findings from these studies on providing interventions targeting parenting youth have sometimes demonstrated

promising results, though the results are often mixed (e.g., providing evidence of perhaps short-term impacts, which fade over time) or in some cases reveal little or no substantive impact of intervention services on participants. As highlighted in the original SGA for YPD, a review of the literature suggests the need for additional rigorous evaluation of initiatives serving at-risk expectant/parenting youth, with a focus on exploring longer-term employment and earnings impacts:

...In the welfare reforms of the early 1990's, teen parents were required to remain in school and most were expected to live at home with parents or relatives. Due to this focus on school completion, few programs for teen mothers have been rigorously evaluated in terms of employment and earnings outcomes since the 1990's, although the findings from the early studies remain informative. (DOL/ETA 2008)

As discussed in the next section, an important focus of the YPD evaluation effort was to rigorously evaluate the impacts of intervention services on short- and long-term employment and earnings.

B. OVERVIEW OF YOUNG PARENTS DEMONSTRATION (YPD) PROGRAM

Through two grant competitions, DOL/ETA issued three rounds of awards to a total of 17 organizations under the YPD initiative. Rounds I and II grantees were consolidated under one round of funding to 13 grantees awarded in June 2009; the four Round III grant awards were made in June 2011. According to the SGA, the central objective of the YPD initiative was “to provide educational and occupational skills training leading to economic self-sufficiency to both mothers and fathers and expectant mothers age 16 to 24.”¹¹ The focus of this report is on the 13

¹¹ U.S. Department of Labor, Employment and Training Administration, “Notice of Availability of Funds and Solicitation of Grant Applications (SGA) to Fund Demonstration Projects,” *Federal Register*, Vol. 73, No. 193, October 3, 2008, p. 57670 (Retrieved on August 28, 2016 from: <https://www.gpo.gov/fdsys/pkg/FR-2008-10-03/pdf/E8-23319.pdf>).

grants awarded in June 2009 under Rounds I and II.^{12 13} These 13 Round I and II grant recipients included local Workforce Investment Boards (WIBs) and community-based nonprofit service provider organizations. Grant periods of performance for the 13 organizations funded with Rounds I and II grants were for three years, with grant amounts ranging from \$356,695 to \$1,000,000.¹⁴

Exhibit 1-1 provides an overview of the 13 Rounds I and II grants, including the grantee name, location, and a brief description of the base or existing services (for treatment and control group members) and the enhanced services (for treatment group members only) provided by each YPD grantee.¹⁵ Although discussed in greater detail in Chapter 3 of this report, YPD grantees were required to implement a differential experimental research design, whereby the treatment group received an enhanced service intervention, providing treatment group members with an additional level of services above and beyond the base level of services provided to the control group.¹⁶ The treatment intervention, which was determined by each grantee, was aimed

¹² “U.S. Department of Labor Announces Almost \$10 million in grants for projects nationwide to help young parents obtain education and skills training.” News Release Number 09-600-NAT, June 2, 2009. Retrieved on August 28, 2016 from: <https://www.dol.gov/opa/media/press/eta/eta20090600.htm>.

¹³ In June 2011, ETA announced the awards of Round III grants to four additional organizations, all community-based nonprofit organizations: AltaMed Health Services Corporation (Los Angeles, CA), Asheville Buncombe Community Christian Ministry, Inc. (Asheville, NC), The Dannon Project (Birmingham, AL), and Training Resources of America, Inc. (Worcester, MA). Grant periods of performance for Round III were for four years (one year longer than Rounds I and II grants), beginning in July 2011. See: U.S. Department of Labor, Employment and Training Administration. (2011, June 27). “US Labor Department provides \$5.5 million in grants to mentor young parents; grantees are in Los Angeles, Calif.; Asheville, NC; Birmingham, Ala.; and Worcester, Mass.” [News Release 11-0979-NAT]. Retrieved on August 24, 2016 from: <http://www.dol.gov/opa/media/press/eta/eta20110979.htm>.

¹⁴ Rounds I and II grantees were permitted to extend their grant periods through December 2012.

¹⁵ DOL used the following criteria (set forth in the SGA) to evaluate proposals and select the eventual Rounds I and II grantees: (1) Description of Existing Program and Program Outcomes (15 percent); (2) Statement of Need and Targeted Population (10 percent); (3) Project Design and Service Strategy (40 percent); (4) Program Management and Organizational Capacity (20 percent); and (5) Linkages to Key Partners (15 percent). Additional bonus points (10 percent) were awarded for Programs Serving Out-of-School Expectant Mothers and Out-of-School Young Parents. U.S. Department of Labor, Employment and Training Administration, “Notice of Availability of Funds and Solicitation of Grant Applications (SGA) to Fund Demonstration Projects,” *Federal Register*, Vol. 73, No. 193, October 3, 2008, p. 57678.

¹⁶ The Solicitation for Grant Applications (SGA) for YPD underscores the importance of the enhanced services for treatment group members – what is referred to in the SGA as a “bump-up” of services -- as part of the rigorous

at improving employment and earnings of participants (both short- and long-term), as well as improving chances that participants obtain additional educational degrees and certifications. As a result of the random assignment process, the at-risk parenting and expectant youth recruited and screened by individual grantees had a 50 percent chance of being enrolled into the treatment group versus the control group. The 13 Rounds I and II grantees randomly assigned 2,032 individuals. As shown in Exhibit 1-1, the numbers of individuals randomly assigned ranged from 66 at The Center Foundation, to 207 at the Little Rock WIB, with on average 156 youth randomly assigned per grantee.

Under their grants, each Rounds I and II grantees determined the specific array of services that constituted the base services received by both treatment and control group members, as well as the types and intensity of “enhanced” services provided for treatment group participants. A key factor in the differential experimental research design was that each of the 13 grantees was required to offer an intervention for the treatment group that was substantially different from and an enhancement to the base services that both the treatment and control group members received.

differential experimental design to be implemented by YPD grantees: “To ensure rigorous, valid results from the Young Parent Demonstration, each grantee must agree to participate in an innovative random assignment technique called a “bump-up” experiment. A “bump-up” experiment is a random assignment experiment that provides an additional level of services above and beyond what exists in the current environment (the bump).” In this report, we refer to the “bump-up” as an enhanced or additional level of services provided for the treatment group only. See Federal Register, Vol. 73, No. 193, October 3, 2008, p. 57672.

Exhibit 1-1: Overview of YPD Rounds I and II grantees

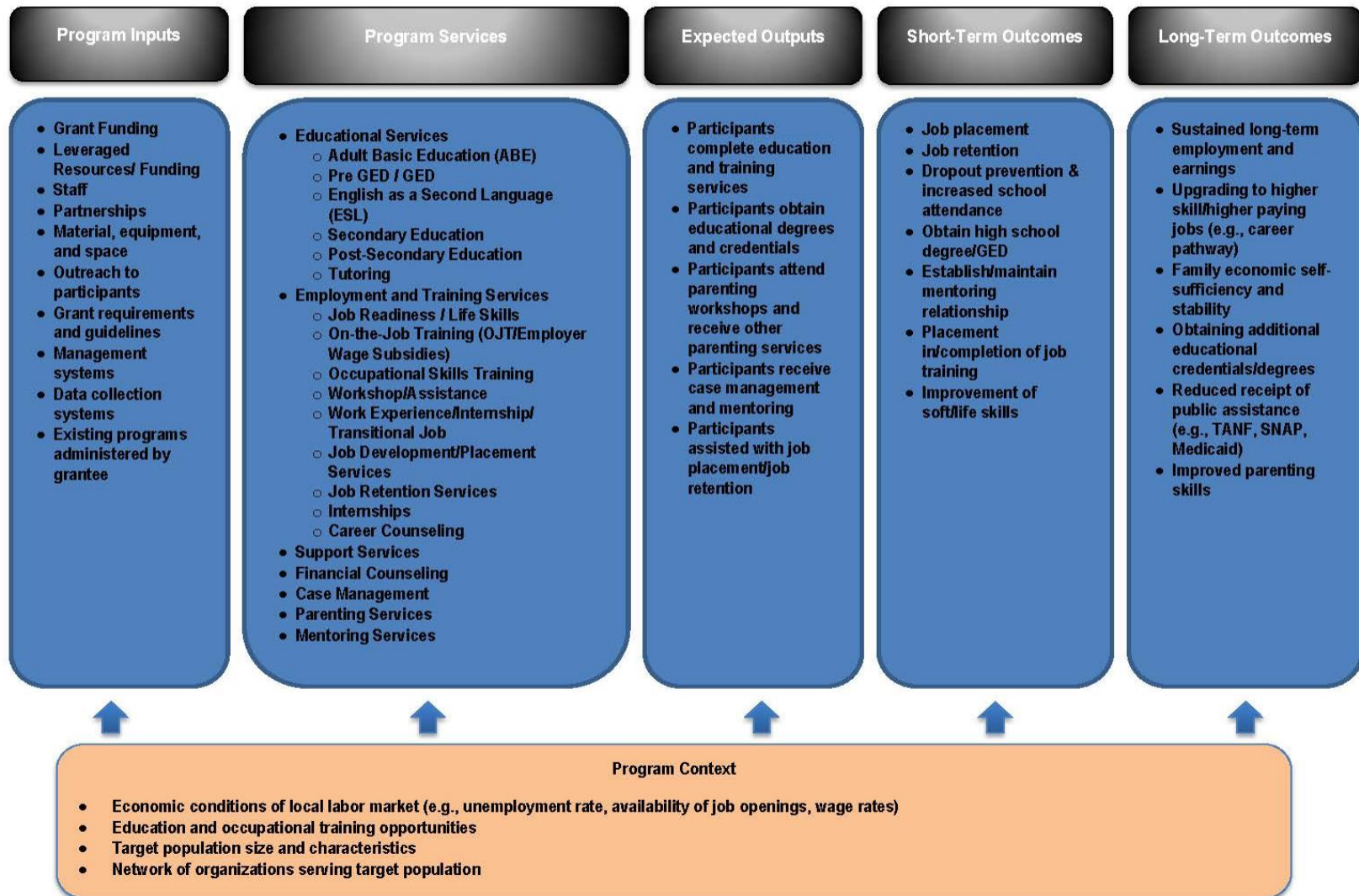
Grantee	Location	# of YPD Enrollees	Base Services (for Treatment and Control Groups)	Enhanced Services (for Treatment Group Only)
Brighton Center, Inc.	Newport, KY	123	Education, job readiness/placement, life skills, occupational training, support services, career counseling, and case management	Professional mentoring to address personal development, educational support, and career advising
Youth Co-Op, Inc.	Miami, FL	201	Education, job readiness/ placement, life skills, occupational training, support services, career counseling, and case management (WIA Youth Program)	Professional and volunteer mentoring on program and personal issues, including 40-hour life/parenting skills workshop
Special Service for Groups/Occupational Therapy Training Program (OTTP)	Los Angeles, CA	160	Education, job readiness/placement, life skills, occupational training, internships, support services, case management, and mentoring (WIA Youth Program)	Additional professional mentoring and life skills training focused on parenting by occupational therapists
City and County of Honolulu Workforce Investment Board (WIB)	Honolulu, HI	160	Education, job readiness/placement, occupational training, support services, and case management (WIA Youth Program)	Volunteer or professional mentoring focused on personal development and parenting
Employment and Employer Services (EES)	Chicago, IL	201	Education, job readiness/placement, occupational training, support services, and case management (WIA Youth Program)	Professional mentoring that helped support and reinforce connection with services at the One-Stop Career Center; monthly group workshops
Every Woman’s Place, Inc. (EWP)	Muskegon, MI	154	Education, job readiness/placement, life skills, occupational training, support services, and case management	Professional mentoring on work-life issues and parenting (includes Work-Life and Parenting Mentors)
Little Rock Workforce Investment Board (WIB)	Little Rock, AK	207	Professional mentoring, parenting, life skills, and support services	Education, occupational training, job readiness/placement, support services, and case management (WIA Youth Program)
The Center for Employment Opportunities (CEO)	New York, NY	168	Transitional jobs, job readiness/job placement, support services, and case management	GED, life skills, occupational training (including Career Academy construction trades training), job placement/development assistance
Good Samaritan Community Services (GSCS)	San Antonio, TX	107	Education, job readiness, life skills, support services, and case management (WIA Youth Program)	Occupational training (short-term) and job placement/experience
The Center Foundation	Media, PA	66	Volunteer and professional mentoring, support services, and case management	Job readiness (coaching), career counseling, and life skills (financial literacy)
Lancaster County Workforce Investment Board (WIB)	Lancaster, PA	200	Education, job readiness, occupational training, career counseling, and case management (WIA Youth Program)	Job experience (paid internships), support services, and volunteer mentoring (for select group of treatment group participants)
Human Resource Development Foundation, Inc. (HRDF)	Charleston, WV	194	Education, occupational training, job readiness, career counseling, and case management (WIA Youth Program)	Occupational training (individual training accounts and on-the-job training)
Joint Orange-Chatham Community Action, Inc. (JOCCA)	Pittsboro, NC	91	Education, job readiness/placement, life skills, occupational training, support services, case management and mentoring (WIA Youth Program and CSBG)	Professional development seminars, career and academic advising, personal development, parenting, and job experience (paid internships)

As shown in Exhibit 1-1 (and described more fully in Chapter 3), each of the Rounds I and II grantees took advantage of the substantial flexibility in designing the enhanced services. The base, or existing, services were usually related to the package of services offered by the grantee prior to YPD. Grantees then identified enhanced services – involving either mentoring or employment and training services – they wanted to experimentally test and felt would make a critical difference for treatment group members in terms of improving short- and long-term employment, earnings, educational and parenting outcomes.¹⁷ The analyses discussed in this report measure the impact of an enhanced service level compared to a basic level, rather than to the absence of services for control group members. More details about the structure and types of services made available for YPD participants at each of the YPD sites are presented in Chapter 3 of this report. Net impact estimates of the YPD intervention implemented across the 13 Rounds I and II grantee sites are presented in Chapter 4 of this report.

Exhibit 1-2 presents a logic model, which describes how the YPD intervention is hypothesized to result in short- and long-term changes in educational, employment, earnings, and parenting outcomes of parenting and expectant youth served by YPD grantees. The model begins with grantee inputs needed to operate the program, which include funding (including pre-existing grants), staff, material resources, external partnerships, and an organizational structure. Next are the grantee services, which may include educational services, employment and training services, mentoring, case management, financial counseling, guidance in parenting skills, establishment and utilization of employer relationships, and job placement, development, and retention services.

¹⁷ In contrast, all four Round III grantees were required to implement a mentoring intervention as their enhanced service intervention, with “base” services featuring education, training, employment services, case management, and support services.

Exhibit 1-2: Logic Model of the Young Parent Demonstration (YPD) Program



Outputs for the grantees entail participant receipt of case management and mentoring, completion of training and educational goals, involvement with parenting activities, and assistance with job placement and retention. As shown in the logic model, short-term outcomes for grantees and YPD participants are increased attendance and involvement in school (resulting in attainment of a high school diploma or GED), the establishment and maintenance of a meaningful mentoring relationship, improved soft skills, placement in and completion of job training, placement in a job, and retention of employment once placed.

Long-term outcomes for grantees and YPD participants include sustained employment, increased and sustained earnings, long-term economic self-sufficiency for participants and their families, the ability of participants to progress along their chosen career pathways, reduced reliance of participants upon public assistance funds, attainment of (additional) educational/vocational degrees and credentials, and participant development of parenting skills.

The underlying contextual factors that influence this demonstration project's logic model (and participant outcomes) are the economic conditions of the local labor market (including the unemployment rate, availability of jobs, and wage rates), educational and occupational training opportunities available to participants, the size and composition of the local target population, and the network of various public and private service organizations that serve the target population in the service area.

C. OVERVIEW OF YPD EVALUATION

In 2010, DOL/ETA contracted with Capital Research Corporation and the Urban Institute – along with subcontractors, Abt Associates/ABT SRBI, Westat, Inc., and the George Washington University – to conduct process/implementation and outcome/net impact evaluations

of YPD. The aim of the process/implementation evaluation effort was to provide DOL/ETA with a detailed description of the treatment and control group interventions as they were implemented in each site, including information about the types of services provided, participant flow through services, and implementation challenges. The impact evaluation study component was aimed at estimating net impacts of the treatment (i.e., the service enhancement provided to treatment group participants) on employment and earnings trends.¹⁸ Exhibit 1-3 displays a matrix of key study questions to be addressed for Rounds I and II grantees, as well as the principal data sources used to address each of these study questions.

With regard to assessing Rounds I and II grantees, four main data sources were used to address each of the key evaluation questions (as displayed in Exhibit 1-3): (1) review of the literature on experimental evaluations of initiatives for at-risk and parenting youth and review of YPD Rounds I and II grantee documentation; (2) collection of participant-level data through the Participant Tracking System (PTS); (3) completion of site visits and telephone interviews with YPD grantees; and (4) collection of administrative data on YPD participants (i.e., Unemployment Insurance wage record data available through the National Directory of New Hires). The major types of new data collection conducted under the evaluation effort are briefly discussed below.

¹⁸ As noted earlier, the impact analysis extended beyond employment and earnings gains to explore educational attainment and other outcomes for Round III participants. (See Trutko et al., 2016)

Exhibit 1-3: Overview of Evaluation Data Sources to Be Used to Address Key Research Questions, YPD Rounds I and II Grants

Key Evaluation Questions	Literature & Document Review	Participant Tracking System (PTS)	Site Visits	UI Wage Records
Question #1: What were the enrollment goals under the demonstration effort, and did grantees achieve them? What were the key recruitment challenges grantees encountered in achieving their enrollment goals and how did grantees overcome these challenges? (See Chapter 2)	×	×	×	
Question #2: What were the characteristics of participants served by YPD and how did these characteristics vary across grantees? Did grantees recruit the types of at-risk youth the demonstration was intended to serve? (See Chapter 2)		×	×	
Question #3: What types of services/assistance did treatment and control group participants receive under the demonstration? Did grantees make available both base services for the treatment and control groups and an added increment of services (i.e., in Round III, mentoring) as specified in the differential experimental design for the demonstration effort? What were the patterns of service utilization for treatment and control group participants under the demonstration? Did grantee sites encounter the challenge of participant attrition (e.g., participants not receiving the full dosage of services expected under the demonstration)? (See Chapter 3)	×	×	×	
Question #4: What were the overall costs and per-participant costs of serving YPD participants and how did these costs vary across grantees? (See Chapter 3)	×			
Question #5: To what extent were there statistically significant differences in employment and earnings outcomes for the treatment and control groups? What were the potential reasons for variation in net impacts for treatment and control groups? (See Chapter 4)		×	×	×
Question #6: How did net impacts on key outcomes of interest vary across YPD sites for the treatment and control groups? How did net impacts on key outcomes of interest vary for specific subpopulations of the youth served? What were the potential reasons for variation in net impacts across sites and subpopulations? (See Chapter 4)		×	×	×
Question #7: If net impacts were found between the treatment and control group in the short-term (e.g., two years after random assignment), were they sustained over a longer period of time (e.g., at five or more years after random assignment)? If net impacts were not sustained over the long-term what were the potential reasons that they were not sustained? (See Chapter 4)		×	×	×
Question #8: How did YPD impact results compare to results in past experimental studies targeting at-risk youth and young parents? Based on YPD net impact and implementation study results what are the most effective strategies for delivery of services to improve employment, education, and other outcomes for at-risk parents? Are there specific strategies that should be adopted to meet the needs of specific subpopulations of youth? Are there some strategies or subgroups for which the intervention appears ineffective? Are there ways that future interventions for at-risk parenting youth can be improved based on YPD evaluation findings? (See Chapter 5)	×		×	×

Participant Tracking System (PTS). The web-based PTS was developed for and implemented by each YPD grantee to: (1) execute the random assignment procedures;¹⁹ (2) enable sites to collect basic demographic data on participants, as well as to compile systematic data on service receipt and employment outcomes over time; and (3) provide participant-level demographic, service receipt, and employment outcomes data for monitoring and evaluating grantee sites. All Rounds I and II grantees implemented the web-based PTS (beginning in November 2010) prior to the start of random assignment in each site.²⁰

There are several limitations to the data collected through the PTS. First, employment and earnings data collected through the PTS were self-reported (by YPD participants). The employment status, hours worked, and hourly wages at six, 12, and 18 months after random assignment were collected by YPD site staff through contacts with participants, and in some cases, through contacts with employers. In some, but not all, cases sites requested back-up documentation to validate employment status (such as pay stubs). Second, sites experienced difficulties in locating many YPD participants at each of the three data collection follow-up points, with increasing difficulties as time passed from the point of random assignment. Because of substantial amounts of missing follow-up data at 12 and 18 months after random assignment and the fact that data were self-reported within the PTS, earnings data collected through the NDNH system is the primary source of employment and earning outcome data used in this report (see Chapter 4).

¹⁹ YPD grantees utilized the PTS at the time of intake to collect participant data necessary to randomly assign YPD participants into treatment and control groups. The PTS was programmed with an algorithm that automated the random assignment of each youth into control or treatment groups (with 50 percent of those randomly assigned placed into the treatment group and 50 percent into the control group). This automated feature of the PTS ensured that sites utilized rigorous and unbiased procedures to assign individuals according to the experimental design being used to evaluate net impacts of the YPD.

²⁰ PTS data collection forms are attached in Appendix A.

Field-based Implementation Site Visits and Telephone Interviews. A second major data collection activity involved site visits and/or telephone interviews conducted with YPD grantee sites.²¹ These site visits and telephone interviews documented the environment in which each of the programs operated, the flow of YPD participants through the random assignment process and program services, the types of services available for the control and treatment group members (i.e., existing and additional services for the treatment group), the degree to which planned program components were actually received by participants, and other programmatic characteristics.

The evaluation team conducted site visits to each of the 13 Rounds I and II grantees in late 2009 and early 2010 to work with sites on identifying a point of random assignment and refine program interventions to be tested in each site. A second round of visits was conducted to each Rounds I and II grantees several months after the initial visits to train staff on the random assignment process and collection/entry of data into the PTS. Finally, to collect qualitative data on program implementation, the evaluation team conducted a third round of site visits or in-depth telephone interviews with each of the 13 Rounds I and II grantees 12 to 18 months after random assignment had begun in each site to document program implementation, with a particular focus on participant flow and service delivery. Site visits were conducted with eight of the Rounds I and II grantees that were implementing mentoring initiatives as part of either their base or enhanced services.²² These site visits included interviews with grantee program

²¹ These site visits were performed as part of the process evaluation, which was conducted under a separate Task Order issued to the Urban Institute.

²² The site visits were conducted with the following eight Rounds I and II grantees: Youth Co-Op, Brighton Center, City/County of Honolulu, EWP, OTTP, and EES (all providing mentoring for treatment group participants as part of their service enhancement), as well as Little Rock WIB and Center Foundation (providing mentoring as part of their base services for both treatment and control group members). Because of evaluation resource constraints, the site team was limited to conducting visits to 8 of the 13 sites. These eight sites were selected for visits because of the DOL/ETA's interest in documenting mentoring initiatives for possible replication during a third round competition

administrators and staff, and staff with key partner organizations; focus groups with YPD participants; and observations of key YPD program activities (e.g., job readiness workshops). The evaluation team conducted additional substantive (approximately 2 hour) telephone interviews with the remaining five Rounds I and II grantees to collect similar qualitative implementation data from grantee program administrators and key staff. Interviews conducted during the site visits and by telephone were structured to obtain details about the program interventions, including site-level characteristics, participant flow through the intervention, specifics about base and enhanced services received by treatment and control group members, implementation issues and challenges, and views on effects of the program services on participants. A copy of the site visit discussion guide is attached in Appendix B; site visit summaries for each of 13 Rounds I and II grantees are attached in Appendix C.

Unemployment Insurance (UI) Wage Record Data Collected from the National Directory of New Hires. Because one of the key goals of the YPD initiative is to improve employment and earnings – and ultimately increase family economic self-sufficiency for at-risk young parents – the research team sought access to data from the Federal Parent Locator Service (FPLS)/National Directory of New Hires (NDNH) wage record data, maintained by the Office of Child Support Enforcement at the U.S. Department of Health and Human Services. For this study, the research team (through DOL/ETA) requested quarterly downloads of NDNH data on quarterly earnings for all YPD participants beginning in the first quarter of 2012.²³ With NDNH quarterly earnings data matched to data available in the PTS, it was possible to analyze YPD

of YPD grants. It was determined at the time that the other five sites, which had been visited twice during program start-up, would be the subject of in-depth telephone interviews (rather than site visits).

²³ The NDNH is a useful source for employment and earnings data because the dataset comprehensively covers wage earners over time regardless of whether they stay within a given locality or state or move to another state. The data also are collected systematically and consistently on a quarterly basis by all states (from employers) on wage earners. Hence, this database is well-suited for tracking employment and earnings on a quarterly basis over an extended time period for the randomly assigned parenting youths that are the focus of this demonstration effort. However, the database does not include earnings from self-employment or informal employment.

treatment versus control group outcomes, such as the percentage of individuals employed and earnings, for each quarter after random assignment (up to two years after random assignment). It also was possible to examine cumulative earnings for up to two years after random assignment.²⁴ Together, with data collected through the PTS, it was possible to analyze employment and earnings outcomes for YPD treatment and control groups by site and select participant characteristics at the time of YPD enrollment (e.g., younger and older participants).

In February 2018, DOL (in partnership with OCSE) was able to make available a follow-up batch of wage records matched to Round I/II participants for an eight-quarter period (beginning in quarter one of 2015 and ending in quarter 2 of 2017). This additional batch of wage record data provided an opportunity to explore employment and earnings outcomes for some YPD Round I/II participants during the sixth year after random assignment.

D. ORGANIZATION OF THE REPORT

This report focuses on the implementation experiences and participant employment and earnings outcomes for the 13 grantees funded under Rounds I and II, whose YPD-funded grant activities concluded in December 2012. The remainder of this report is organized into four chapters. **Chapter 2** provides an overview of how YPD participants were recruited and an analysis of enrollment levels and participant characteristics across YPD sites. **Chapter 3** examines variation in Rounds I and II grantee program models, features, and services, including participant flow through intake, assessment, and random assignment; the intervention services provided to treatment and control group members; analysis of service utilization; grantee collaboration/partnerships; and grantee costs and per-participant costs. **Chapter 4** presents

²⁴ See Chapter 4 for specific employment and earnings outcomes analyzed.

analyses of differences between treatment and control group employment and earnings outcomes based on NDNH earnings data. Finally, **Chapter 5** presents study conclusions, implications, and lessons learned based on Rounds I and II grantee experiences.

CHAPTER 2: YPD PARTICIPANT RECRUITMENT AND CHARACTERISTICS OF ENROLLEES

This chapter begins with an overview of key outreach and recruitment methods, referral arrangements, and challenges that YPD sites encountered in achieving their enrollment goals. It then highlights key characteristics of the at-risk young parents enrolled across the 13 Rounds I and II YPD grantees. This chapter addresses two of the eight key study questions.

Question #1: What were the enrollment goals under the demonstration effort, and did grantees achieve them? What were the key recruitment challenges grantees encountered in achieving their enrollment goals and how did grantees overcome these challenges?

Question #2: What were the characteristics of participants served by YPD and how did these characteristics vary across grantees? Did grantees recruit the types of at-risk youth the demonstration was intended to serve?

A. YPD OUTREACH AND REFERRALS

Under the grant solicitation, Rounds I and II YPD grantees were required to develop and implement a “recruitment strategy that included methods for outreach, referral, and selection” that enabled sites to meet enrollment goals and to recruit “expectant mothers and/or young parents from the high risk categories” identified in the SGA, including those who were court-involved, in the child welfare or foster care systems, homeless, or victims of child abuse.²⁵ While recruitment strategies varied, all grantees used a combination of outreach strategies and establishment of referral arrangements within their own organizations, or with other workforce and human service organizations within their communities, to identify and recruit young parents to their YPD programs. As discussed in greater detail in this section, some YPD grantees experienced few (if any) challenges in identifying and recruiting an adequate number of at-risk

²⁵ Notice of Availability of Funds and Solicitation of Grant Applications to Fund Demonstration Projects (SGA), Federal Register, Vol. 73, No. 193, October 3, 2008, p. 57677.

young parents for their YPD initiatives, while others struggled (and some were ultimately unsuccessful) in meeting original enrollment goals.

Outreach Efforts. The grantees used similar methods to recruit YPD participants as those used for their existing programs (e.g., the WIA Youth Program). In some instances, grantees coordinated recruitment for the grant effort through other programs they operated. Grantees used many of the same outreach methods, typically involving the following strategies (see Exhibit 2-1 for an example of the variety of outreach methods used by one YPD site):

- *Dissemination of flyers/brochures* describing YPD program eligibility requirements and services available to youth served by the grantee organization (e.g., the WIA Youth program) and by other public sector and community-based organizations serving the targeted population within the service area – for example, program brochures and other informational materials were often distributed at job fairs, school resource fairs, and other community events.
- *YPD administrator/staff presentations* at other public and nonprofit workforce and human services agencies within the service area to inform other agency administrators/staff and youth served by these organizations about YPD available services and targeting/eligibility requirements.

Exhibit 2-1: Illustration of Outreach and Recruitment Approach at One YPD Grantee

JOCCA. YPD staff employed a variety of outreach and recruitment strategies, which they modified and expanded over the course of the grant period in an effort to meet YPD enrollment goals. Grantee staff produced and distributed flyers and brochures, and made frequent presentations at school fairs in the local high schools (particularly at school transition fairs for graduating classes). Presentations were also made at job/career fairs, the local TANF agency, and One-Stop Career Centers. In an effort to increase enrollment, the grantee instituted a “blanket” or comprehensive marketing effort, expanding their outreach efforts beyond the agencies and organizations typically targeted. For example, YPD project staff placed flyers and brochures in retail outlets such as maternity shops, children’s toy stores and consignment shops, which, according to grantee staff, resulted in numerous inquiries about program services. The YPD project staff also developed and maintained a strong presence at the local Inter-Agency Partnership monthly meetings, which provided additional linkages to other community service organizations for sharing of information on available YPD services and recruitment of participants. One of the YPD job developers also created a Facebook page dedicated to their YPD program.

Source: Based on interviews conducted during site visits to YPD grantee sites.

- *Information on grantee and partner organization websites and social media* about YPD (e.g., in the form of a flyer, announcement of upcoming orientations, or highlights of recent program events or participant achievements/success stories).

Staff at several programs (e.g., City/County of Honolulu and Youth Co-Op) conducted door-to-door outreach, whereby program staff visited low-income housing units and other community locations to talk directly to potential recruits and encourage participation in YPD. Once programs were established within their communities, several YPD grantees found that word-of-mouth became an increasingly important and cost-effective approach, with current and former YPD participants informing family members, relatives, and friends about the value of YPD program services.

Referrals from Other Sources within and External to the Grantee. In addition to conducting direct outreach, grantees depended upon referrals from other programs concurrently operated by the grantee organization or from other public and nonprofit human service organizations within their communities. Several of the grantees – such as the City/County of Honolulu, Little Rock WIB, JOCCA, and HRDF – relied heavily upon existing programs operated by their organization (e.g., the WIA Youth and CSBG Programs) to provide a steady stream of referrals of at-risk young parents for YPD screening and subsequent enrollment. At several sites, YPD staff recruited and identified potential YPD participants and referred them to another program (e.g., WIA) for enrollment prior to YPD intake – then the other program would refer these same individuals back to the grantee for formal YPD intake and enrollment. All YPD grantees relied to some extent, and some extensively, upon partnering agencies to recruit and refer young parents and expectant mothers meeting YPD eligibility requirements.

While relying considerably on pre-existing referral arrangements, YPD grantees also established new referral arrangements with a wide variety of community organizations, including

local workforce investment boards (WIBs), One-Stop Career Centers,²⁶ public assistance agencies (especially TANF and child support enforcement agencies), educational institutions (including high schools, alternative schools, and ABE/GED programs), Head Start centers, Job Corps grantees, Maternal and Infant Health Programs (MIHP), homeless and domestic abuse shelters, and other faith- and community-based organizations (such as Big Brothers/Big Sisters). Exhibit 2-2 provides an illustration of the varied referral arrangements in two YPD sites.²⁷

Exhibit 2-2: Referral Arrangements Used in Two YPD Sites

The Brighton Center. Other programs operated by the Brighton Center referred many young parents to the YPD program for screening and eventual enrollment. Internal referral sources included two of Brighton Center’s in-house programs, Every Child Succeeds (a home visitation program for new mothers and fathers) and Homeward Bound (an emergency shelter for runaway and homeless youth). The Department of Community-Based Services, operating the TANF program, referred youth lacking high school diplomas to Brighton’s Step-Up program (which, in turn, referred eligible parenting youth to YPD). Additional referral sources included: Kentucky One-Stop Centers of the Greater Cincinnati Workforce Network (Brighton Center is a One-Stop operator); the correctional system (Brighton Center is a court-designated worksite for youth offenders with misdemeanors); and high schools/alternative schools. Over time, word-of-mouth became one of the most important referral sources for the YPD initiative, as Brighton Center’s Center for Employment Training and Step-Up participants were encouraged to refer family and friends meeting basic YPD requirements for intake, assessment, and random assignment.

HRDF. Because all YPD participants were required to be eligible for and enrolled in WIA as a condition of YPD enrollment at HRDF, most of the outreach and recruitment efforts were conducted by WIA Youth program staff as part of their ongoing recruitment for WIA and other programs operated by HRDF. WIA staff recruited new participants in ABE classes, at local career and technical colleges, through contact with guidance counselors at local high schools, and through existing collaborations with community partners. Flyers also were posted at locations throughout the communities. Grantee staff reported that attempts were made to develop linkages with new partners such as local health departments and other locations that pregnant and parenting youth might frequent, but these efforts resulted in few (if any) YPD participants. Word-of-mouth referrals through family and friends also led some youth to approach the YPD staff about the program services; YPD team members then referred those individuals to the WIA Youth staff for eligibility determination. Staff noted that one of the early implementation challenges was informing WIA staff about the YPD targeting and eligibility requirements, which limited program enrollment to pregnant and parenting youth 16 to 24 years of age.

Source: Based on interviews conducted during site visits to YPD grantee sites.

²⁶ One-Stop Career Centers are now known as American Job Centers (AJCs).

²⁷ The site summaries, attached in Appendix C, provide descriptions of key outreach and referral approaches implemented in each of the 13 YPD sites

B. KEY CHALLENGES AFFECTING RECRUITMENT AND ENROLLMENT

As shown in Exhibit 2-3, eight of the 13 Rounds I and II YPD grantees met their original enrollment goals. Brighton Center, OTTP, and Little Rock WIB experienced few difficulties in achieving their enrollment goals, and recruited and served more young parents than originally anticipated. Several other sites (including Youth Co-Op, Lancaster County WIB, and HRDF) that eventually met their enrollment goals got off to a slow start on recruitment, but modified and targeted their recruitment methods over time and eventually reached their goals.

Exhibit 2-3: Planned Enrollment versus Actual Enrollment, Rounds I and II Grantees

YPD Grantee	Enrollment Goal	# of YPD Participants	Percent of Enrollment Goal Achieved
Brighton Center	100	123	123%
Occupational Therapy Training Program (OTTP)	150	160	107%
Human Resource Development Foundation (HRDF)	184	194	105%
Little Rock WIB	200	207	104%
Every Woman's Place (EWP)	150	154	103%
Employment and Employer Services (EES)	200	201	101%
Youth Co-Op	200	201	101%
Lancaster County WIB	200	200	100%
Joint Orange-Chatham Community Action (JOCCA)	100	91	91%
The Center for Employment Opportunities (CEO)	208	168	81%
City and County of Honolulu WIB	200	160	80%
Good Samaritan Community Services (GSCS)	150	107	71%
Center Foundation	100	66	66%
Total (Rounds I and II Grantees)	2,142	2,032	95%

Source: Enrollment goals are based on proposals and grant awards; enrollment numbers for sites are from the PTS.

Notes: The enrollment totals include small numbers of individuals that were recruited by YPD grantees that were partners of existing YPD participants (including spouses and unmarried partners). These individuals were assigned to the same group (i.e., treatment or control group) as their partners that had already been randomly assigned, but excluded from the impact study sample. The total number of participants included in the impact analysis sample (in Chapter 4) was 1,908 (compared to the 2,032 enrolled in YPD), which excluded partners of YPD participants and small numbers of YPD participants that could not be matched with NDNH data, usually because of missing or incorrect Social Security numbers.

Five grantees – Center Foundation, City/County of Honolulu, CEO, JOCCA, and GSCS – struggled from the beginning with recruitment and were not able to successfully improve outreach and referral methods to meet their original enrollment goals. The challenges faced by the Center Foundation and City/County of Honolulu are discussed further in Exhibit 2-5 below. Across grantees (even including some of the grantees that reached or exceeded their goals), common recruitment challenges emerged in identifying adequate numbers of eligible at-risk young parents and convincing them to participate in the YPD, which included the following:

- **Lack of an adequate pool of at-risk young parents in the locality served.** Some grantees experienced difficulties in finding sufficient pools of eligible at-risk parenting youth, and in some instances, competed with other local agencies targeting the same group of at-risk youth for services. EES, for example, had difficulty initially reaching the Hispanic community in Chicago because several other service providers targeted the same population. The City/County of Honolulu WIB had similar difficulties in identifying youth that were not already being assisted by other service providers within the community. Additionally, Youth Co-Op and JOCCA had difficulty initially identifying eligible youth, attributed mostly to the fact that many youth did not readily have, or wish to provide, the documentation required for verifying WIA eligibility. In setting enrollment goals, some grantees overestimated both the size of the pool in their locality and the interest of at-risk parenting youth in participating in the YPD.
- **Lack of interest/willingness or time among young parents recruited to commit to participating in the YPD.** Grantees found that after learning about available YPD services, some young parents were not interested in or willing to commit to participating in a grantee’s YPD program. Some youth did not think they needed, or would benefit from, the services being offered through the YPD program. Others indicated that they did not have the time to participate in the program because they were involved in other programs, attending school, working part-time, looking after young children, or did not want to take away available time for leisure or other activities. For example, staff in one site (Youth Co-Op) indicated that some at-risk parenting youth were reluctant to enroll in YPD because YPD activities did not count toward meeting TANF work requirements. Anecdotally, several grant administrators and staff indicated their YPD initiatives had experienced somewhat more difficulty in engaging parenting youth under 20 years of age, who sometimes seemed less willing to commit their time and less focused on their future.
- **Lack of funding in other programs providing referrals.** Some grantees’ programs (e.g., JOCCA, HRDF, City/County of Honolulu WIB) depended upon other programs, such as the WIA Youth program, for referrals, but found that these other programs lacked or ran out of funding for program slots, or did not target or serve sufficient numbers of

parenting youth for referral to a grantee's YPD program. In some localities, WIA Youth programs had smaller enrollments of young parents than expected or ran out of funding for WIA Youth slots during their program year. For example, at JOCCA, YPD staff recruited and referred potentially eligible youth to the WIA Youth program (i.e., which provided YPD existing services), but because the WIA Youth program was at capacity, some of these at-risk youth were never enrolled in the YPD program because they could not first be enrolled in WIA. Youth Co-Op and JOCCA found that some parenting youth they recruited and sent to WIA for enrollment (prior to the YPD program enrollment) did not meet WIA eligibility or screening requirements or failed to provide documentation required to get through the WIA eligibility determination process.

- **Delays in start-up of some YPD programs due to a need to re-design services to meet YPD experimental research requirements (which resulted in lagging enrollments and need for grant period extensions in some sites).** YPD grantees received funding in July 2009, and anticipated beginning to enroll participants by September 2009. However, enrollment did not actually begin until three or more months later (December 2009 through February 2010 in most sites and as late as June 2010 at Every Woman's Place (EWP)). Some grantees (including EWP, JOCCA, Youth Co-Op, Little Rock WIB, EES, and GSCS) were delayed in beginning to randomly assign participants under their grants either because they had to redesign their participant flow or the specific service packages that would be provided to treatment and control group members under YPD's experimental research design. For Youth Co-Op, for example, later-than-expected start-up of YPD enrollment resulted in the loss of groups of students the site had been holding for YPD enrollment. These delays were due to grantees needing several additional months of planning to ensure that participant flow and service delivery met the rigorous standards for YPD's experimental research design, as well as implementation of the PTS which was necessary to conduct random assignment and collect participant characteristics, services received, and early employment outcomes.
- **Inability to establish referral arrangements that yielded sufficient eligible pregnant or parenting youth.** Several grantee organizations established arrangements with other organizations in their service area to provide YPD eligible referrals, but these partnering organizations did not follow through with providing the number of referrals originally planned. Most of these grantees reported that one or more of the original partners that had made commitments to provide referrals to the YPD program during the design/planning phase of the initiative failed to deliver on their commitment. Sites that did not meet their YPD enrollment goals, such as CEO, City/County of Honolulu WIB, The Center Foundation, and GSCS, all indicated they had to overcome challenges with regard to expected partner referrals not fully materializing, and the need to find alternative sources for participants meeting YPD eligibility requirements. At the City/County of Honolulu WIB, for example, the local TANF agency had been expected to provide a steady stream of referrals, but provided very few, resulting in lagging enrollments throughout the period of performance and a need for the grantee to request a six-month extension to its grant.

- **Requirements that those individuals recruited for YPD meet certain additional screening requirements before they could be enrolled in the YPD.** In addition to YPD eligibility requirements (e.g., expectant or parenting youth, 16-24 years of age), several YPD grantees used additional criteria to screen out individuals who might not be suitable or sufficiently motivated to participate in YPD services, further narrowing the pool of available at-risk youth for random assignment. For example, several programs (e.g., JOCCA, GSCS, Lancaster County WIB, HRDF) administered the Test of Adult Basic Education (TABE) tests to gauge the math and reading comprehension levels of YPD program recruits before they were eligible for random assignment into the YPD project. The Lancaster WIB required that individuals first enroll in WIA Youth services and then take a WIN test (similar to a Work Keys assessment) (see Exhibit 2-4).²⁸

Exhibit 2-4: Illustration of Additional Screening Prior to YPD Enrollment at One YPD Grantee

Lancaster WIB. Individuals needed to score at Level III on the WIN test before they were informed of the YPD program and were eligible for random assignment to the YPD treatment or control group. Lancaster WIB staff felt that it was critical for youth to be at a Level III on the WIN test in order to be ready for internships with local employers (i.e., the treatment group intervention at the Lancaster WIB) should they be randomly assigned to the treatment group. Although Lancaster WIB eventually did meet its YPD enrollment goal under the initiative, screening on the WIN test resulted in both delays in meeting the YPD enrollment goal and attrition from the group of at-risk youth originally recruited by grantee staff to participate in the YPD program.

Source: Based on interviews conducted during site visits to YPD grantee sites.

- **Use of outreach methods that were not effective with the targeted population and lack of success in identifying and implementing new strategies that worked well.** Some grantees (CEO, City/County of Honolulu WIB, GSCS, and Center Foundation) found that the initial outreach and recruitment approaches planned under their grants did not work well and needed to be retooled. It took time to identify new referral sources or redesign outreach approaches. For example, after lagging in YPD enrollments during its initial six months of random assignment, GSCS added a \$75 gift card incentive for those completing random assignment in an effort to boost enrollment. CEO, which lagged in enrollment throughout its involvement in YPD (and ultimately did not reach its enrollment goal), indicated that it was challenging to find enough parenting youth among the mostly male group of youth recently released from correctional facilities in New York. CEO found it necessary to intensify recruitment efforts with parole and probation officers, and to carefully screen youth being released from correctional facilities for whether they were parents or expectant parents. The Center Foundation initially planned for a stream of referrals of at-risk parenting youth from local human service agencies and school districts for referrals, which did not materialize.

²⁸ The WIN Career Readiness Courseware offers a series of nine career-focused modules that prepare learners for Career Readiness Certification. Topics include Reading for Information, Applied Mathematics, Locating Information, Listening, Observation, Applied Technology, Business Writing, Writing and Teamwork. Career Readiness Courseware is a self-paced curriculum. For additional background on WIN, see: <http://www.winlearning.com/courseware/>.

Exhibit 2-5 further illustrates recruitment challenges faced in two sites that were ultimately unable to meet their YPD enrollment goals.

Exhibit 2-5: Recruitment Challenges and Effects on YPD Programs in Two Sites

The Center Foundation. Throughout their involvement in the YPD, The Center Foundation experienced challenges in identifying eligible parenting youth and encouraging them to participate in the YPD. Ultimately, this site fell short of its original YPD enrollment goal by one-third. Staff cited a number of specific recruitment challenges they faced throughout the site's enrollment period. First, The Center Foundation was heavily reliant on other human service agencies and the local school districts for referrals and these partners fell short in terms of providing a steady flow of referrals to the program. Attempts by Center Foundation administrators and staff at forging new partnerships with other agencies also were not successful. Second, because the TANF program did not recognize mentoring as an activity that counted toward meeting TANF work requirements, enrollment in YPD was less attractive to TANF participants than anticipated. Third, lack of public transportation in the service area meant that it could be challenging and time consuming for at-risk youth to get to The Center Foundation for the intake process and to commit to participating in mentoring and other services provided under the YPD program. Finally, availability of childcare also was an issue for some parenting youth, both for attending intake sessions and in terms of committing to participating in YPD services.

City/County of Honolulu. Despite extensive outreach efforts, recruitment of new participants into the WIA and YPD programs proved very challenging, resulting in very slow sample build-up under the demonstration effort. The City/County of Honolulu's YPD program was beset by a host of recruitment challenges, including: (1) lack of referrals from other programs serving the target population (such as TANF); (2) slow enrollment at times in WIA Youth/Adult programs and an overall lack of pregnant and parenting youth served in the WIA program (less than 5% of WIA Youth enrollments); (3) competition for new YPD recruits from other local programs that also offered mentoring and other services available through the YPD initiative; (4) lack of referrals from YPD mentoring subcontractors (who were in part worried that as a result of the random assignment process that only half of those youth referred to the YPD would be referred back to their agencies for mentoring services); (5) lack of effectiveness of outreach efforts in generating YPD referrals (e.g., wide dissemination of presentations/flyers did not result in many new recruits); (6) inability to provide incentive payments under the YPD to encourage enrollment; and (7) public transportation challenges and unwillingness of potential recruits to leave their immediate communities to obtain services.

Source: Based on interviews conducted during site visits to YPD grantee sites.

C. CHARACTERISTICS OF YPD PARTICIPANTS

YPD grantees collected demographic characteristics for each YPD participant at the time of intake and entered this data into the PTS.²⁹ The characteristics of YPD participants at the time of intake indicate both similarities and some sharp differences across sites, reflecting differences in targeting and outreach and referral strategies implemented by sites.³⁰ Key characteristics of the young parents at the time they were randomly assigned under the YPD are highlighted below.

Gender. As shown in Exhibit 2-6, across all 13 Rounds I and II grantees, slightly over three-quarters of all program participants were female (78 percent). Examining results by site, in 12 of 13 grantee sites, the majority of YPD participants – between 66 and 99 percent – were female. The exception was CEO, which targeted recently incarcerated young males (where only 10 percent of YPD participants were female).

Exhibit 2-6: Demographic Characteristics of YPD Participants at Intake

Grantee	Female %	White %	Black %	Hispanic %	Other %	Age (mean)
Brighton Center, Inc.	93	73	13	11	4	19.9
The Center for Employment Opportunities (CEO)	10	0	58	37	5	22.1
The Center Foundation	97	13	72	13	3	18.8
Employment and Employer Services (EES)	85	1	76	19	4	19.9
Every Woman’s Place, Inc. (EWP)	99	27	62	5	6	20.2
Good Samaritan Community Services (GSCS)	66	4	4	91	1	17.4
Human Resource Development Foundation (HRDF)	74	75	19	3	3	18.6
City and County of Honolulu WIB	78	4	2	11	83	19.3
Joint Orange-Chatham Community Action (JOCCA)	81	20	70	6	4	21.3
Lancaster County WIB	66	29	20	43	8	19.3
Little Rock WIB	89	1	95	2	1	20.0
Occupational Therapy Training Program (OTTP)	92	1	14	85	1	17.4
Youth Co-Op, Inc.	95	1	49	50	0	19.4
All Grantees	78	19	43	29	10	19.6

Source: Participant Tracking System, N = 1,941. This table includes only participants that were part of the study sample (i.e., excludes partners of YPD participants that were enrolled and served).

²⁹ See Appendix A for copies of intake and other forms used as part of the YPD PTS.

³⁰ Because of random assignment, the characteristics of treatment and control groups at the time of intake across all grantees were essentially the same on virtually all demographic characteristics. However, because of small sample sizes, there were some slight variations in treatment and control group participant characteristics at the individual grantee level.

Race/Ethnicity. Among all YPD participants, 43 percent were black (non-Hispanic); 29 percent were Hispanic; 19 percent were white (non-Hispanic); and 10 percent were another race/ethnicity. In six of the 13 grantees, black (non-Hispanic) were the predominant racial/ethnic group (CEO, Center Foundation, EES, Every Woman’s Place, JOCCA, and Little Rock WIB). In four of the 13 grantees, Hispanic was the predominant racial/ethnic group. In two grantees, white (non-Hispanic) was the predominant racial/ethnic group (GSCS, Lancaster WIB, OTTP, and Youth Co-Op). In one grantee (City/County of Honolulu WIB) other race was the predominant ethnic group.

Age. Participants were eligible for the YPD if they were between the ages of 16 and 24. On average, YPD participants were 19.6 years old at intake. There was considerable variation among the grantees in the primary ages of the populations served, with several grantees targeting school-age youth, and others targeting older youth, often depending on the population primarily targeted for other programs administered by the grantee organization. For instance, the average age of YPD participants served by GSCS was 17.4, compared with 22.1 in CEO.

Marital Status. As shown in Exhibit 2-7, nearly all YPD participants (90 percent) were single and had never been married. The remaining participants were married (6 percent) or divorced, separated, or widowed (4 percent). These patterns held for each grantee with little variation. HRDF had the largest proportion of married participants at 12 percent, and the Lancaster County WIB had the largest proportion of single, never married participants at 99 percent.

Exhibit 2-7. Family Characteristics of the YPD Participants at Intake

Grantee	Never Married (Single)	Married	Divorced, Separated, Widowed	Expectant Parent (%)	# of Children (mean)
Brighton Center, Inc.	83	8	9	25	1.3
The Center for Employment Opportunities (CEO)	93	4	3	21	1.2
The Center Foundation	95	3	2	37	0.9
Employment and Employer Services (EES)	90	6	5	11	1.1
Every Woman’s Place, Inc. (EWP)	92	4	4	55	1.1
Good Samaritan Community Services (GSCS)	90	9	1	32	0.9
Human Resource Development Foundation (HRDF)	81	12	6	34	0.9
City and County of Honolulu WIB	90	9	1	20	1.0
Joint Orange-Chatham Community Action (JOCCA)	88	8	4	11	1.1
Lancaster County WIB	99	1	0	31	1.1
Little Rock WIB	91	3	6	29	1.1
Occupational Therapy Training Program (OTTP)	90	5	5	33	0.8
Youth Co-Op, Inc.	92	6	2	23	1.1
All Grantees	90	6	4	28	1.1

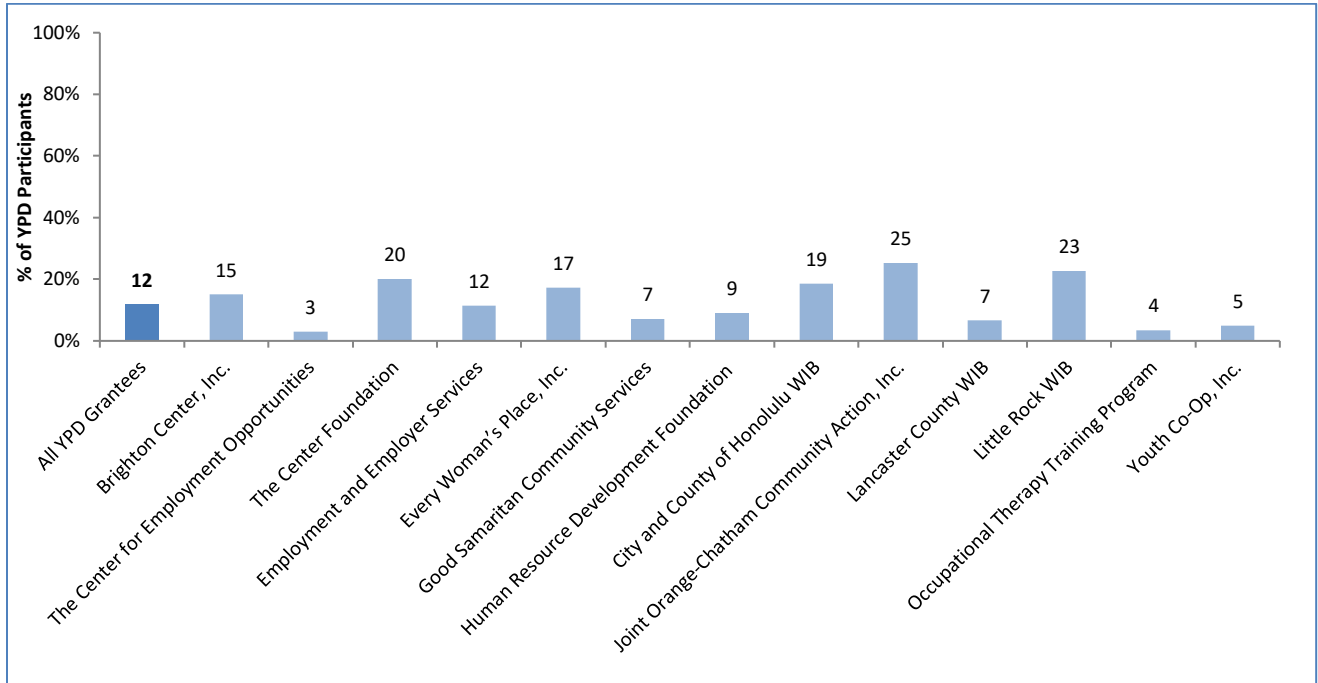
Source: Participant Tracking System, N = 1,941. This table includes only participants that were part of the study sample (i.e., excludes partners of YPD participants that were enrolled and served).

Number of Children at Intake. At program entry, most YPD participants (65 percent) had one child. Of the remainder, 17 percent had no children, 15 percent had two children, and 3 percent had three or more children. The Center Foundation served the largest proportion of YPD participants who had no children (28 percent). Brighton Center, Inc. served the highest proportion of YPD participants with more than one child (28 percent).

Employment Status at Intake. Few YPD participants (12 percent) were employed when they enrolled in the YPD (see Exhibit 2-8), although this varied considerably by grantee. For instance, one-quarter of YPD participants at JOCCA were employed at intake, compared with only 3 percent of YPD participants enrolled in CEO’s YPD program. Among YPD participants who were employed at intake, 27 percent worked fewer than 20 hours, 45 percent worked between 20 and 34 hours, and 28 percent worked 35 hours or more. YPD participants were low-wage workers. Among those employed at intake, over half (52 percent), made less

than \$8 an hour, 40 percent made between \$8 and \$10 an hour, and 8 percent made more than \$10 an hour.

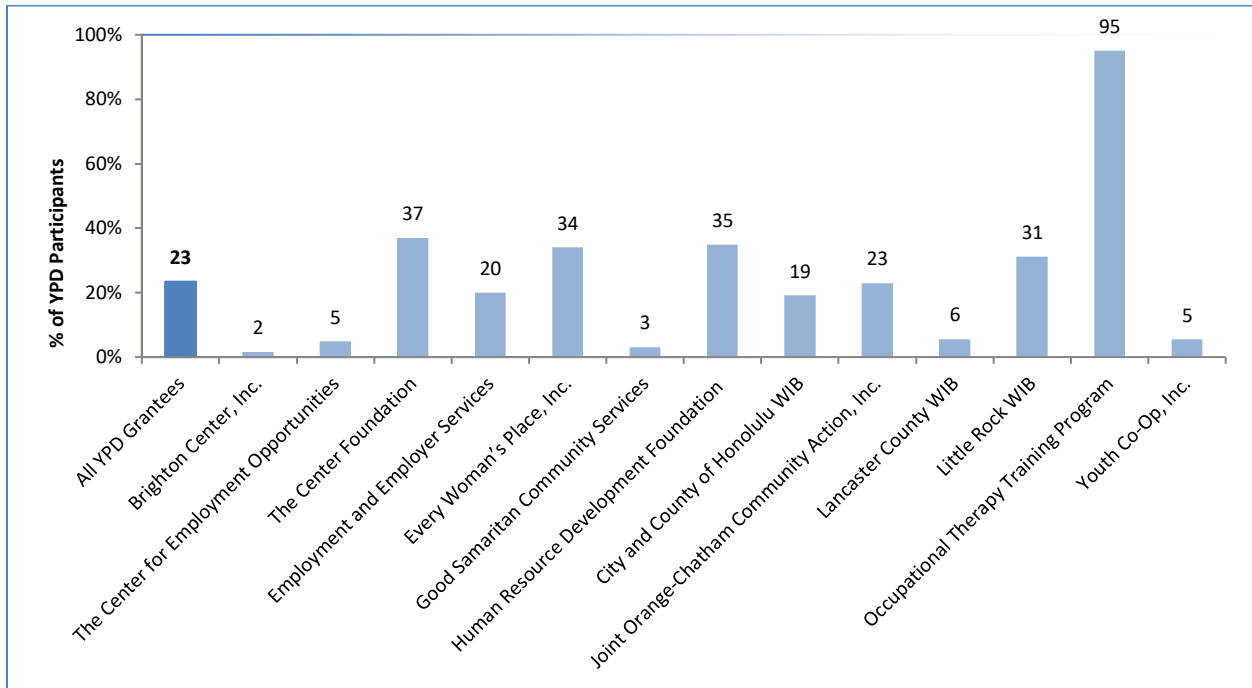
Exhibit 2-8: Percentage of YPD Participants Employed at Intake, by Grantee



Source: Participant Tracking System, N = 1,941. This table includes only participants that were part of the study sample (i.e., excludes partners of YPD participants that were enrolled and served).

School Enrollment Status at Intake. Nearly one-quarter (23 percent) of YPD participants were enrolled in school at intake (see Exhibit 2-9). There was considerable variability across YPD grantees, as would be expected, given that they serve different age groups. Nearly all (95 percent) YPD participants in OTTP (which recruited participants from school programs for pregnant and parenting youth) were enrolled in school at intake. In contrast, only 2 percent of YPD participants in Brighton Center were enrolled in school at intake. Looking at all YPD participants, when taking age into account, 40 percent of youth ages 16 to 18 were enrolled in school at intake, compared with 15 percent of youth ages 19 to 21, and 13 percent of youth ages 22 to 24 (note: data not shown in the figure).

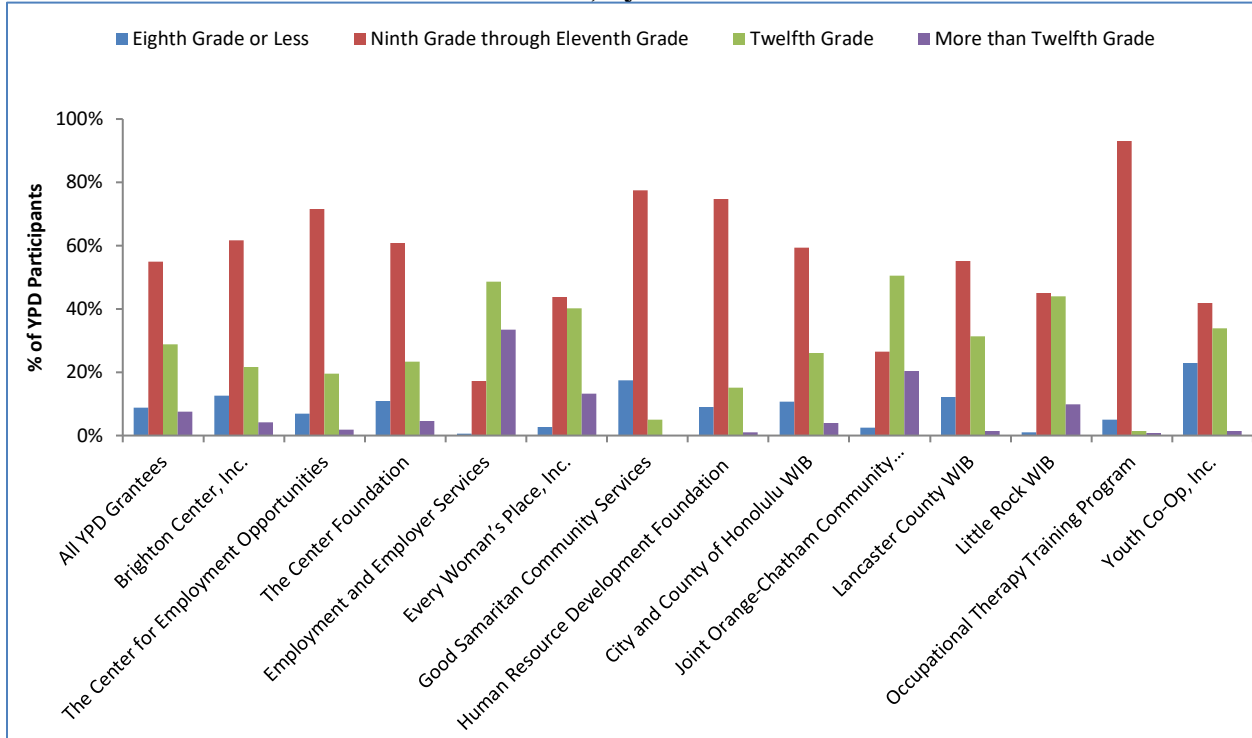
Exhibit 2-9: Percentage of YPD Participants Enrolled in School at Intake, by Grantee



Source: Participant Tracking System, N = 1,941. This table includes only participants that were part of the study sample (i.e., excludes partners of YPD participants that were enrolled and served).

Highest Level of Education Completed at Time of Intake: Nearly two-thirds (64 percent) of YPD participants had less than a 12th grade education at intake (see Exhibit 2-10). Nearly one-third (29 percent) had a 12th grade education, and 8 percent had more than a 12th grade education. Because of the variability in ages served, there were again differences in highest level of education completed across grantees. For instance, 71 percent of YPD participants had at least a 12th grade education in the JOCCA program, whereas 98 percent of YPD enrollees had less than a high school education in OTTP.

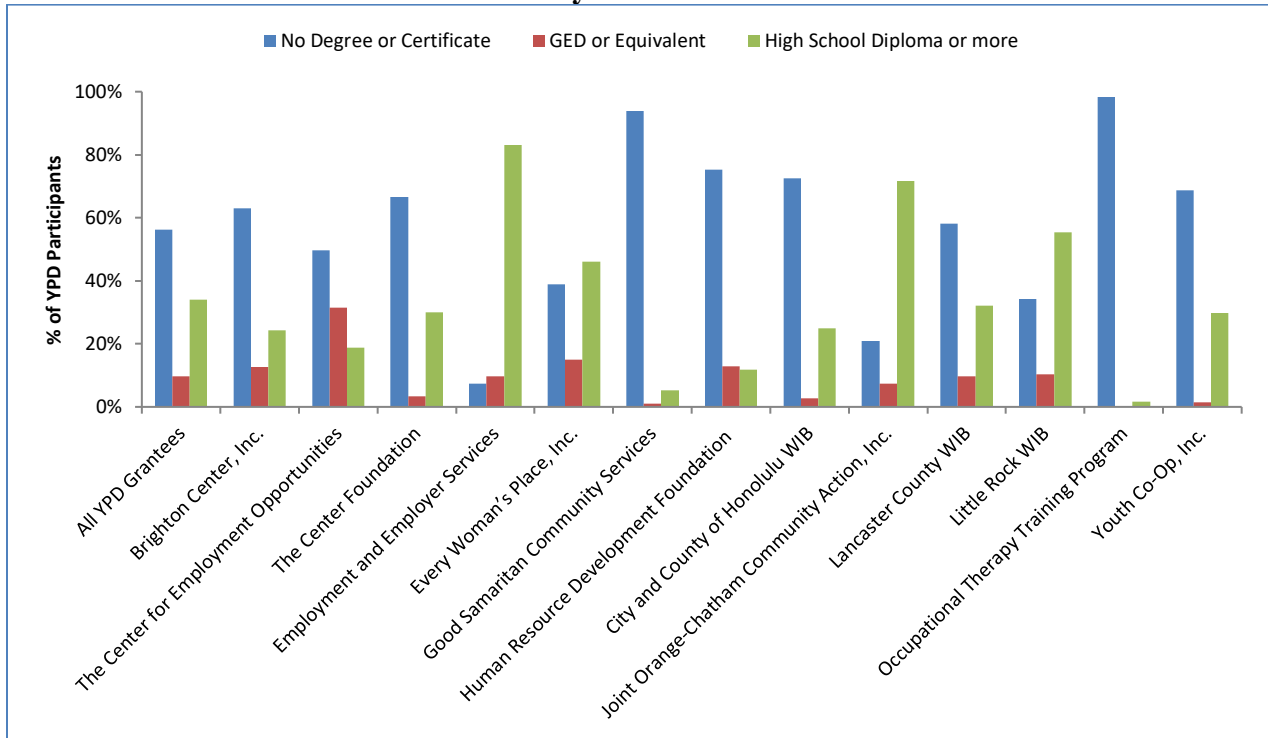
Exhibit 2-10: Highest Level of Education Completed by YPD Participants, at Time of Intake, by Grantee



Source: Participant Tracking System, N = 1,941. This table includes only participants that were part of the study sample (i.e., excludes partners of YPD participants that were enrolled and served).

Highest Degree Attained at Time of Intake: Over half (56 percent) of YPD participants had no degree or certificate at intake, one-third (34 percent) had a high school degree or more, and 10 percent had a GED or equivalent credential (see Exhibit 2-11). These distributions, and differences in grantee distributions, were largely driven by the age of YPD participants. For instance, among instance, among 16 to 18 year olds, 84 percent had no degree or certificate at intake compared with 44 percent of 19 to 21 year olds and 36 percent of 22 to 24 year olds.

Exhibit 2-11: Highest Degree Attained by YPD Participants at Time of Intake, by Grantee



Source: Participant Tracking System, N = 1,941. This table includes only participants that were part of the study sample (i.e., excludes partners of YPD participants that were enrolled and served).

Summary. While all of the programs funded under Rounds I and II served at-risk and low-income young parents (and expectant mothers), there were some substantial differences in the types of youth targeted and served by YPD grantees. These differences stemmed in part from the types of individuals that had been targeted and served by the grantee prior to receipt of YPD funding, as well as the types of recruitment and targeting of youth populations once YPD grant funds were received. Additionally, the types of grant-funded services offered and program screening of potential participants also resulted in variation in types of youth served across grantees. For example, CEO had served males and youth discharged from correctional facilities prior to receipt of their grant, and under their YPD grant continued to target and serve this population. By comparison, Every Woman’s Place had traditionally served women, and the site continued to target this same group under the YPD program.

Despite differences across sites, participant demographic data indicated that enrollment in YPD was targeted on the population of at-risk parenting youth that DOL/ETA originally intended to serve under the initiative – a young, largely under-educated, under-skilled, and under-unemployed population in substantial need of education, training, mentoring, case management, and a range of other supports to boost earnings and improve the chances of long-term self-sufficiency. Additionally, the data collected on YPD participants overall, and across individual sites, indicates that the random assignment process worked well in terms of generating equivalent treatment and control group populations to support the experimental research design set forth by DOL/ETA for the evaluation effort.

CHAPTER 3: YPD TREATMENT AND CONTROL GROUP SERVICES

Under the YPD project, all Rounds I and II grantees were required to implement a differential experimental research design, whereby treatment group participants received an additional level of services above and beyond the grantee's pre-existing services offered to all program participants. All YPD enrollees (both the treatment and control groups) received the standard (also referred to as existing and/or base) set of services, which included some or all of the following: education, training, employment, mentoring, case management, and supportive services. Under the demonstration effort, participants randomly assigned to the treatment group received, in addition to the base of existing services provided to the control group members, an enhancement of either: (1) education, training, and/or employment services; or (2) mentoring services. Grantees were given considerable flexibility in the design of the additional program services or models offered as the differential intervention, as well as the flow or sequence of services in the overall service process. Consequently, there was a great deal of variation in the service delivery models implemented across the 13 Rounds I and II grantees.³¹

This chapter provides a description of the services provided to eligible young parents who were recruited (as described above in Chapter 2), and ultimately enrolled in the YPD programs (either the treatment or control group) offered by the 13 Rounds I and II grantees. The chapter begins with a general overview of the intake, eligibility determination, and assessment processes as implemented by grantees. A discussion of the timing and procedures used to randomly assign eligible participants to either the treatment or control group follows. The next

³¹ With regard to the Round III grants, DOL/ETA made an adjustment to the demonstration effort so that there was greater uniformity in the interventions tested across sites, with grantees required to implement mentoring services solely as the enhanced service package – though grantees were still provided with considerable flexibility in terms of designing the base services for treatment and control groups, as well as the nature and intensity of the added increment of mentoring services provided for the treatment group only.

section, which is the major focus of this chapter, provides an overview of the existing and enhanced services offered by each grantee, highlighting the substantial variation in types and intensity of services offered across the 13 grantees. Findings on specific types of program services utilized by YPD participants (as reported in the PTS) are then described. Next, this chapter examines key partnerships and collaborations of Rounds I and II grantees with other community organizations and agencies serving at-risk youth that were often developed and maintained by the grantees to facilitate recruitment and/or provision of services to YPD participants. The final section of this chapter presents an analysis of expenditures of YPD grant funds across Rounds I and II YPD grantees, based on financial reports submitted to DOL by each YPD grantee. This chapter addresses two of the eight key study questions.

Question #3: What types of services/assistance did treatment and control group participants receive under the demonstration? Did grantees make available both base services for the treatment and control groups and an added increment of services (i.e., in Round III, mentoring) as specified in the differential experimental design for the demonstration effort? What were the patterns of service utilization for treatment and control group participants under the demonstration? Did grantee sites encounter the challenge of participant attrition (e.g., participants not receiving the full dosage of services expected under the demonstration)?

Question #4: What were the overall costs and per-participant costs of serving YPD participants and how did these costs vary across grantees?

A. INTAKE, ASSESSMENT, AND RANDOM ASSIGNMENT PROCEDURES

As described in Chapter 2, many of the grantees coordinated, or “piggybacked,” their YPD recruitment efforts on those in place for other programs offered by their organizations. This was especially true for the eight grantees (i.e., Youth Co-Op, OTTP, City/County of Honolulu, EES, GSCS, Lancaster County WIB, HRDF, and JOCCA) that operated WIA Youth and/or Adult programs and offered these WIA programs as the “existing” services for YPD participants.³² Participants referred to these sites were required to be eligible for, and enrolled in,

³² The Little Rock WIB grantee also operated a WIA Youth program; however, under Little Rock’s YPD program WIA services were not offered as the existing service but as the enhancement for treatment group members only.

WIA prior to consideration for enrollment in YPD. Consequently, the WIA Youth programs served as the gateway to YPD – referrals in these sites were first subject to the standard WIA intake and eligibility determination processes before being screened for eligibility and suitability for the grantee’s YPD program. Although the five grantee sites that did not operate WIA Youth program as the existing service (i.e., Brighton Center, Little Rock WIB, EWP, CEO, and Center Foundation) enrolled participants in existing programs operated by the grantee organization (e.g., Brighton’s Step-Up or CET programs), the intake, eligibility determination, and assessment processes for those programs typically were not as structured or detailed as those in place for WIA programs. The sections below describe the general flow of participants through intake, assessment, and the random assignment process, highlighting the considerable variation across sites in the early stages of enrolling young at-risk parents in YPD.

Orientation Sessions. As the initial step in the service delivery process, about half of the 13 YPD Rounds I and II grantees offered some type of group orientation or information session that provided an introduction to overall program services available through their organizations. Among this group, grantees that were WIA Youth program providers, such as the City and County of Honolulu WIB and Youth Co-Op, typically focused on WIA program services and requirements during these meetings; the sites not offering WIA-funded services presented information on the types of services and activities provided by their organizations. Although some grantees mentioned the possibility of selected participants receiving enhanced services under YPD, it was not typically emphasized during these sessions. Most of the information provided to potential participants about YPD program services and eligibility requirements was shared during a one-on-one intake meeting.

Intake and Eligibility Determination. As noted above, in some sites, preliminary demographic information and documentation necessary to determine YPD eligibility, such as age, pregnant/parenting status, and income level was gathered by a grantee staff member as part of the organization’s standard intake and eligibility determination process. That staff person flagged and referred the potentially eligible YPD participant to an YPD staff member for additional intake and data collection activities. In other grantee sites, most of the required data and documentation was collected directly by a dedicated YPD staff member. Although there was variation among grantees during this intake meeting, the designated YPD staff member would usually, at a minimum: (1) provide additional information about YPD services, program requirements, and the research study (including the requirement for informed consent); (2) collect preliminary information about the family situation, educational background, work history and skills of the individual; (3) gauge interest in and suitability for the YPD program prior to enrollment and random assignment (i.e., is the individual a “good fit” for the specific services being provided for treatment and control groups under YPD; and (4) collect any additional demographic information and documentation needed to complete the PTS intake form.³³

Assessment. During these initial intake meetings, staff in most sites also administered assessments to identify barriers, determine immediate service needs, and facilitate referrals to address those needs; however, both the types of assessments used and the timing of these activities in the service delivery process varied across programs. Sites administered a broad range of tests to assess basic skills, academic levels, and job skills, including the Test of Adult

³³ See Appendix A for a copy of the YPD Participant Tracking System forms, which identify the types of data collected on each YPD participant at the time of intake.

Basic Education (TABE),³⁴ WIN, WorkKeys,³⁵ and CASAS,³⁶ as well as career interest inventories and personality assessments. As described above, all grantees that administered WIA Youth programs required out-of-school youth to complete the TABE to determine reading and math levels prior to enrollment in the WIA Youth program (and therefore, the YPD program). With the exception of Brighton Center, non-WIA Youth program grantees were less likely to administer formal assessments as part of the initial intake process, and, in some cases, individuals were referred to partner agencies if assessments were needed.

Development of Individualized Service Plan. Most grantees worked with participants to create an individualized service plan (ISP) to identify specific needs, barriers to success, goals, and the strategies and timeline for achieving them. Some grantees did not develop these plans until after participants were enrolled in YPD, randomly assigned, and linked with a YPD case manager. Goals outlined in these plans might include, for example, objectives related to education, training, employment, life skills, housing, family relationships, personal development, money management, health/medical/mental health needs, counseling, substance use/abuse, and recreation. Other goals identified by either YPD staff or participants were added to the plan as it was modified and updated over the period of enrollment. Additional needs identified in these

³⁴ The TABE is an assessment used to measure achievement on core content areas taught and assessed as part of Adult Basic Education programs. It is aligned to the national College and Career Readiness Standards for three core subject areas: reading, mathematics and language. See <http://tabetest.com/> (retrieved June 19, 2018).

³⁵ ACT WorkKeys is a skills assessment system designed to help employers select, hire, train, develop, and retain a quality workforce. The WorkKeys assessments – in Applied Mathematics, Locating Information, and Reading for Information -- measure foundational and soft skills. Each WorkKeys assessment offers varying levels of difficulty. The levels build on each other, incorporating the skills assessed at the previous levels. For more background on WorkKeys, see: <http://www.act.org/content/act/en/products-and-services/workforce-solutions/act-workkeys.html>. Retrieved August 28, 2016.

³⁶ CASAS is a nonprofit organization that focuses on assessment and curriculum development of basic skills for youth and adults. CASAS is used by federal and state government agencies, business and industry, community colleges, education and training providers, correctional facilities, and technical programs. CASAS assesses reading, math, listening, speaking, and writing. In addition to certifying basic skills attainment, CASAS measures learner progress on a standardized scale that ranges from the lowest literacy skills to high school exit and transition to postsecondary education and training. For more background on the CASAS assessment, see: <https://www.casas.org/about-casas>. Retrieved August 28, 2016.

plans were often addressed through referrals to other programs within the grantee organization or to other community service providers.

Pre-enrollment Requirements. Some grantees had pre-enrollment requirements so that potential participants could demonstrate commitment to and engagement in program activities, screening out those who might not be suitable candidates for YPD services (and, in some cases, the WIA Youth program). For example, EES required that individuals enrolled in their WIA Youth program first complete a one-week job readiness workshop prior to learning about the services available through their YPD program and being given the chance to participate. The Lancaster WIB required WIA-eligible youth to complete a two-week probationary period before enrollment in their WIA Youth program. During that time, those who scored at Level III on the WIN Career Readiness Coursework were informed about the YPD program and, if interested, were eligible for random assignment. Staff felt that participants needed to perform at Level III to ensure successful completion of their internships, which was part of the enhanced services available to YPD treatment group members at the Lancaster WIB site. Exhibit 3-1 below provides an illustration of the intake, eligibility determination, and assessment process implemented by one grantee.

Exhibit 3-1: Example of Intake, Eligibility Determination, and Assessment Process Implemented by One Grantee

GSCS: GSCS’s WIA Youth program, Get2Work, served as the “existing” services available to all YPD treatment and control group members. As part of the intake process, potentially eligible youth who had been recruited by GSCS staff first completed the TABE test to determine their placement level for GED preparation classes. All participants were required to complete two weeks (two hours per day) of GED instruction to demonstrate their commitment to, and suitability for, the Get2Work program and, if appropriate, YPD services. During that two-week period, case managers worked with potential participants to complete the paperwork required to establish WIA eligibility; staff reported that about 60 percent finished the probationary period, and were deemed suitable to move forward. Once WIA eligibility was determined, a verbal assessment of needs and goals was conducted by GSCS staff, and used to develop an individual service plan. Eligible Get2Work participants who qualified for the YPD program were referred to the GSCS vocational training coordinator who explained the YPD study, obtained informed consent, and completed the random assignment process.

Source: Based on interviews conducted during site visits to YPD grantee sites.

YPD Random Assignment Process. While the timing of the random assignment process was tailored to the specific program design and the service delivery environment of each grantee, the procedure for assigning enrolled participants to either the treatment or control group was similar across all grantees. Once the parenting youth was determined to be eligible for YPD services, the requirement to participate in the research study and be randomly assigned to either the treatment or control group was explained, usually by a YPD staff member but sometimes by another worker with the grantee organization. Individuals who agreed to the terms of participation signed an informed consent agreement.³⁷ The Participant Tracking System used an algorithm that automatically randomly assigned half of those enrolled in YPD to the treatment group and half to the control group. Typically, YPD grantees notified participants by telephone or in-person of their assignments to the treatment or control group either immediately or within several days of random assignment. In Brighton Center, for example, youth learned about YPD services, were enrolled in the program, and learned their assignments, all within a matter of hours. YPD grantees did not report challenges or irregularities with the mechanics of the random assignment process. Nearly identical numbers and demographic characteristics of treatment and control group participants in all 13 Rounds I and II grantee sites suggest that the random assignment process worked efficiently and effectively.

³⁷ See Appendix A for a copy of the informed consent agreement signed by potential YPD participants prior to random assignment.

B. YPD PROGRAM SERVICES

As discussed earlier, each YPD grantee had considerable flexibility in determining the specific set of services that constituted the existing services available to both treatment and control group members under the demonstration effort. Grantees were responsible for designing and implementing enhanced services for members of the treatment group that were substantially different from the base services available to the control group. Descriptions of YPD existing and enhanced services offered by the grantees are provided below.³⁸

1. YPD Existing Services (for both Treatment and Control Groups)

A key component of the design of the YPD demonstration was the requirement that all YPD enrollees be offered services aimed at improving their educational and skill levels. Thus, while those assigned to the treatment group received enhanced services above and beyond what grantees normally provided, control group members were eligible for and could take advantage of the wide, and in many cases, comprehensive array of existing services offered by the grantee organization.

YPD grantee organizations targeted their programs on disadvantaged youth populations, and most had already been providing the same or similar services to these individuals for a number of years prior to receiving their YPD grants. For example, the Brighton Center, a nonprofit organization serving low-income and disadvantaged individuals in the Cincinnati metropolitan area, was offering a total of 38 programs addressing a broad range of educational, training, employment, and human service needs at the time the YPD grant was awarded.

³⁸ A key source of qualitative data on the existing and enhanced services provided to treatment and control group member were the site visits and in-depth telephone interviews conducted with the 13 Rounds I and II grantees.

Although variation across sites in the specific types of programs and services offered by the grantees existed, most focused on education, training, and/or employment activities as their existing services available to all YPD enrollees during the 18-month enrollment period. Only two grantees, Little Rock WIB and Center Foundation, went in a different direction, choosing instead to emphasize mentoring and/or parenting education for their base services. These two service models are described in more detail below.

Education, Training, and Employment Services Offered as the Existing (Base) Services. As shown in Exhibit 3-2, 11 of the 13 Rounds I and II YPD grantees operated programs that offered some type of education, training, and employment-focused activities as their existing services. In general, these activities were intended to help participants obtain the skills and credentials needed for jobs in demand in the local labor market. These 11 grantees offered a wide range of services, typically including some combination of the following: ABE instruction, GED preparation, ESL classes, tutoring, post-secondary education, life skills/job readiness training, occupational skills training (e.g., Medical Assistant (MA), Certified Nursing Assistant (CNA), Commercial Driver's License (CDL), paid or unpaid internships, job shadowing, work experience/transitional employment, OJT, career counseling, job placement, job retention services, parenting instruction, financial/budgeting instruction, and, in two sites, (OTTP and JOCCA) mentoring. Overall, the majority of the grantees offered, at a minimum, GED preparation classes (either provided directly by the grantee organization or through referrals to a community partner) and job readiness/life skills instruction; other components that made up the grantee's full menu of services available to YPD enrollees varied by grantee. Exhibit 3-2 describes the base or existing and enhanced services offered by each grantee.

Exhibit 3-2: Existing Services Offered by Grantees to All YPD Participants

Grantee	WIA Youth/Adult Program Provider?	Primarily Education, Training and Employment Services	Primarily Mentoring Services
Brighton Center, Inc.		Education, job readiness/placement, life skills, occupational training, support services, career counseling, and case management	
Youth Co-Op, Inc.	Yes	Education, job readiness/placement, life skills, occupational training, internships, support services, career counseling, and case management	
Special Services for Groups/Occupational Therapy Training Program (OTTP)	Yes	Education, job readiness/placement, life skills, occupational training, internships, support services, case management, and mentoring	
City and County of Honolulu Workforce Investment Board	Yes	Education, job readiness/placement, occupational training, support services, and case management	
Employment and Employer Services (EES)	Yes	Education, job readiness/placement, occupational training, support services, and case management	
Little Rock Workforce Investment Board (WIB)	Yes		Professional mentoring, parenting, life skills and support services
Every Woman’s Place, Inc. (EWP)		Education, job readiness/placement, life skills, occupational training, support services, and case management	
The Center for Employment Opportunities (CEO)		Transitional jobs, job readiness/placement, support services, and case management	
Good Samaritan Community Services (GSCS)	Yes	Education, job readiness, life skills, support services, and case management	
The Center Foundation			Volunteer and professional mentoring, support services, and case management
Lancaster County Workforce Investment Board (WIB)	Yes	Education, job readiness, occupational training, career counseling, and case management	
Human Resource Development Foundation, Inc. (HRDF)	Yes	Education, job readiness, occupational training, career counseling, and case management	
Joint Orange-Chatham Community Action, Inc. (JOCCA)	Yes	Education, job readiness/placement, life skills, occupational training, support services, case management, and mentoring (Operated both WIA and CSBG programs)	

Source: Based on interviews conducted during site visits to YPD grantee sites.

Eight of these 11 grantees operated WIA Youth and/or Adult programs, which constituted the existing services for YPD participants 16 to 21 and 22 to 24 age ranges, respectively, in these sites.³⁹ Exhibit 3-3 provides a description of the WIA Youth program offered as the existing services at Youth Co-Op. One site, JOCCA, operated both WIA Youth and Community Services Block Grant (CSBG) programs, which provided participants with two distinct base services options. Consequently, the services available to YPD enrollees in these WIA-funded sites included the standard package of education, training, and employment activities identified in the 10 required WIA program elements.⁴⁰ Although the programs were similar

Exhibit 3-3: Example of WIA Youth Education, Training and Employment Services Offered as the Existing Service

Youth Co-Op. The WIA Out-of-School Youth programs operated by Youth Co-Op at the One-Stop Career Centers provided the existing services received by all YPD participants. YPD participants in both the treatment and control groups were assigned to YPD case managers who helped them develop individualized Career Development Plans and provided ongoing case management. This involved scheduling and overseeing activities that included each of the 10 WIA elements designed to address three main types of participants' needs: academic needs (e.g., GED preparation); psychosocial needs (e.g., leadership development workshops; counseling/guidance; support services such as transportation assistance, child care assistance, help with the purchase of tools and uniforms; and financial incentives); and work readiness needs (e.g., work readiness training and both paid and unpaid internships). All YPD enrollees were required to participate within the first month of enrollment in a one-week, ten-hour work readiness class conducted at One-Stop Career Centers by Youth Co-Op staff. Sessions covered topics such as interviewing skills, resume writing, in-depth career planning and exploration, workplace attitudes, job search, and dressing for success. The YPD case managers, who met with all participants at least once a month but typically more frequently, also provided follow-up services, including linking participants who earned a high school diploma or GED to occupational skills training or post-secondary education.

Source: Based on interviews conducted during site visits to YPD grantee sites.

across the WIA-funded sites, there was some variation in the level of services available over the grant period because of local funding constraints (i.e., exhaustion of Individual Training Account (ITA) allocations under the WIA Program).

³⁹ As described above, Little Rock WIB, which also operated a WIA Youth program, offered education, employment and training services as the enhancement to members of the treatment group.

⁴⁰ The 10 required WIA program elements include: tutoring, study skills and dropout prevention strategies; alternative secondary school offerings; summer employment opportunities linked to academic and occupational learning; paid and unpaid work experience; occupational skills training; leadership development; supportive services; adult mentoring for at least 12 months; comprehensive guidance and counseling, and follow-up activities for no less than 12 months after completion of participation.

The three grantees that did not operate WIA-funded programs (Brighton Center, Every Woman’s Place, and CEO) also focused on education, training, and/or employment activities as their base services for YPD enrollees. Although Brighton Center’s GED preparation and short-term, competency-based training programs, and EWP’s education and training program were not markedly dissimilar to what was offered in other YPD sites that operated WIA Youth programs, CEO’s YPD program that targeted previously incarcerated youth was unique. CEO recruited and immediately placed recently paroled (primarily male) individuals in transitional jobs while helping them find permanent employment and navigate the re-entry process. Exhibit 3-4 provides additional details on CEO’s YPD program.

The sequence of activities and the emphasis placed on specific components provided by these grantees as the existing services also varied. For example, a few grantees (e.g., HRDF and EWP) encouraged and, in some cases, required completion of GED classes and receipt of a GED certificate

for those without a high school credential prior to progressing to other activities such as job readiness or training. Some grantees (e.g., Lancaster WIB and Youth Co-Op) encouraged or required participation in comprehensive life skills/work readiness workshops as a first step in their program services. For example, the key component of OTTP’s base services was the 12-week Life Skills training program on topics such as job search skills, completing job

Exhibit 3-4: Example of Non-WIA Education, Training, and Employment Services Offered as the Existing Services

CEO. All treatment and control group members were first linked to transitional jobs as part of their enrollment in CEO’s program. These transitional jobs, which were generally four days a week, eight hours a day, paid the minimum wage and offered a bridge for participants as they left prison or boot camps and adjusted to life outside of incarceration. In addition to links to transitional jobs, CEO provided treatment and control group members with job retention services for up to one year after they left the program. Referrals to community colleges and local libraries for resources were also provided as part of the program.

Source: Based on interviews conducted during site visits to YPD grantee sites.

applications, interview techniques, public speaking, and anger management. In contrast, CEO, as described above, focused on immediate placement in transitional jobs, with participants working four days a week while earning the minimum wage.

Short-term occupational training was made available, either on-site or through referrals to partners, in about half of the grantee programs. Brighton Center, for example, offered a self-paced, competency-based Medical Assistant training program that required over 1,000 hours of training and study, followed by a clinical externship with a health care provider and certification as a Medical Assistant. Other grantees, such as Youth Co-Op and OTTP, arranged for paid and unpaid internships for YPD enrollees. At GSCS, the majority of the early YPD participants were co-enrolled in the Summer 2009 ARRA-funded youth program, which provided opportunities for six-month paid internships.

Although these 11 grantees focused on delivering education, employment, and training activities as their base service, two grantees (e.g., JOCCA and OTTP) also offered mentoring activities, typically through community partner agencies, to both treatment and control group members as part of their standard menu of services.

Mentoring Services Offered as the Existing (Base) Services. Two grantees, Little Rock WIB and The Center Foundation, operated programs that focused primarily on mentoring activities and/or parenting education as the existing services available to all of their YPD enrollees. While these programs also stressed education and employment goals, the mentoring and parenting components were the key elements in the service delivery models. Mentoring activities implemented by these grantees assigned professional or volunteer mentors to YPD enrollees to provide them with life skills and ongoing support and guidance in meeting personal as well as educational and employment goals.

The Little Rock WIB (as the grantee) partnered with the Centers for Youth and Families (CYF) to provide the base services available to both treatment and control group members. CYF recruited and enrolled eligible youth in their Young Moms/Dads program, and, if eligible, their YPD program. The Young Moms/Dads program focused on parenting and health issues, including prenatal care, well-baby care, nutrition, as well as referrals to other community partners for related services. All YPD enrollees were assigned a Family Support Worker (FSW) who met with each participant to develop an Individual Family Support Plan (IFSP) outlining education, employment, and parenting/family goals. The FSW continued to meet with each participant in both one-on-one and group settings at least once a month to monitor progress on goals, to provide guidance in accessing healthcare and other safety net resources, and to offer mentoring and emotional support. YPD participants also participated in monthly group workshops on topics such as parenting, child development, and life skills, as well as education and employment issues.

As shown in Exhibit 3-5, the second YPD grantee that provided mentoring as the existing (base) service was The Center Foundation, a nonprofit organization that offered two distinct mentoring programs – one for parenting youth 13 to 19

Exhibit 3-5: Example of Mentoring Services Offered as the Existing Services

The Center Foundation. The intake interview and upfront assessment process contributed to a good mentee-mentor match by determining the participant’s desire to be mentored, then assessing goals, needs, and interests of the individual. Once matched with a mentor, the aim was for the mentoring relationship to last one year, with mentors providing a minimum of eight hours of mentoring each month, either in-person and/or by telephone. The actual hours of mentoring provided each month varied considerably depending upon the mentee’s needs willingness to be engaged with the mentor, and other commitments. Mentoring activities included going to a restaurant for breakfast or lunch, visiting a museum, going to a movie, driving to an appointment (e.g., a job interview, the Department of Motor Vehicles, or the TANF office), and meeting at The Center Foundation’s office or at the mentor’s/mentee’s home. During sessions, mentors engaged mentees in a broad range of topics including parenting issues, resolving barriers to support services, discussing personal relationship challenges, planning education steps, completing applications, and job search assistance.

Source: Based on interviews conducted during site visits to YPD grantee sites.

years of age and one for parenting youth 20 years of age and older. Both were staffed with volunteer mentors and included regular interactions (i.e., a minimum of eight hours per month) between the mentor and mentee, during which they addressed issues related to education and employment as well as parenting and personal relationships.

Case Management and Supportive Services. YPD grantees also provided case management and supportive services to all participants as part of their base services. Ongoing case management was a standard component of the service delivery model implemented by all grantees, with all YPD participants being assigned a case manager who oversaw progress and provided guidance on education, employment, and personal goals outlined in each participant's service plan (or ISP). Case managers functioned as advocates and service brokers for participants, facilitating referrals to education and training providers; assisting with the job search process by providing guidance on filling out applications, resume development and interviewing skills; and linking participants to potential employers. Case managers were also the key resource for support services needed to address barriers, either directly through the grantee organization or through referrals to partner agencies.

Both treatment and control group members had access to supportive services, such as transportation and child care assistance, work clothing and equipment, and mental health and substance abuse treatment. However, grantee staff repeatedly cited the challenges presented by the lack of adequate resources for critical supportive services needed by YPD enrollees (e.g., transportation assistance in areas without public transit systems). Grantees operating WIA-funded programs could rely on WIA resources to some extent, but those resources were limited and often not sufficient to meet the needs of participants.

2. YPD Enhanced Services (for Treatment Group Members Only)

As part of the differential experimental research design, YPD grantees were required to design and implement an additional service intervention that was an enhancement to existing services available to both the treatment and control group members. The requirements stipulated that these services, offered by the grantee organizations, were to be an expansion or addition of either: (1) education, employment and training; or (2) mentoring initiatives. Beyond this guidance, grantees were given a great deal of latitude in developing their own particular mix of enhanced services available only to members of the treatment group. As a result, the enhanced services implemented by the 13 YPD grantees included a variety of additional activities and service delivery approaches to be tested under the demonstration effort.

Overall, a majority of the YPD initiatives were designed so that members of the treatment group received the enhanced services concurrently with the base services available to all participants. For example, those assigned to Brighton Center's treatment group engaged in ongoing interactions with, and received support from, their assigned professional mentors (the enhanced service) while continuing to participate in GED preparation classes or short-term training (the existing service). Similarly, treatment group members in GCSC's Get2Work YPD program continued to receive WIA Youth program services and participate in GED preparation classes (the existing services) while engaged in the enhanced service component, which featured participation in a short-term, customized occupational training programs (e.g., HVAC, customer services, computer software, MA) held at community colleges.

Grantees were almost evenly split between those that offered an education, employment, and training enhancement, and those that selected a mentoring component for the enhanced services. Exhibit 3-6 presents descriptions of the enhanced services offered by the grantees to members of the treatment group. Seven grantees implemented interventions that offered specific education, training, and/or employment activities not available to members of the control group (referred to as Treatment Model #1 in the exhibit). Five of those seven grantees added new (enhanced) services such as short-term occupational training or internships to the education, training and employment services they already offered as their base services. The other two grantees, Little Rock WIB and The Center Foundation, added education, training, and employment services to the mentoring/parenting services that constituted their existing services. The remaining six YPD grantees chose to implement mentoring initiatives as an enhancement to their existing education, training and employment services (Treatment Model #2). Detailed descriptions of the two types of enhancements follow.

a. **Education, Training and Employment Services Offered as the Enhanced Services (Treatment Model #1)**

Education, Training, and Employment Services as an Enhancement to Existing Education, Training, and Employment Services. Most of the seven grantees providing an education, training, or employment enhancement for treatment group participants also offered those types of services as their base services, with WIA Youth and Adult programs constituting existing services for four of those grantees. However, across these seven grantees, there was no uniform service model or standard combination of activities for the enhancement for treatment group members; in other words, the emphasis on and types of activities available varied widely across sites.

Exhibit 3-6: Enhanced Services Offered by Grantees to Treatment Group Participants

Grantee	Existing Service	Education, Training and Employment Services or Mentoring Enhancement
Treatment Model #1: Added/Enhanced Education, Training, and Employment Services		
The Center for Employment Opportunities (CEO)	Education, Training, and Employment Services	GED, life skills, occupational training (including Career Academy construction trades training), job placement/development assistance
Good Samaritan Community Services (GSCS)	Education, Training, and Employment Services	Occupational training (short-term) and job placement/experience
Lancaster County Workforce Investment Board (WIB)	Education, Training, and Employment Services	Job experience (paid internships), support services, and volunteer mentoring (for select group of treatment group participants)
Human Resource Development Foundation, Inc. (HRDF)	Education, Training, and Employment Services	Occupational training (individual training accounts and on-the-job training)
Joint Orange-Chatham Community Action, Inc. (JOCCA)	Education, Training, and Employment Services	Professional development seminars, career and academic advising, personal development, parenting, and job experience (paid internships)
Little Rock Workforce Investment Board (WIB)	Mentoring	Education, occupational training, job readiness/placement, support services, and case management (WIA Youth Program)
The Center Foundation	Mentoring	Job readiness (coaching), career counseling, and life skills (financial literacy)
Treatment Model #2: Education, Training, and Employment Services Enhanced with Mentoring Services		
Brighton Center, Inc.	Education, Training, and Employment Services	Professional mentoring to address personal development, educational support and career advising
Youth Co-Op, Inc.	Education, Training, and Employment Services	Professional and volunteer mentoring on program and personal issues and 40-hour life/parenting skills workshop
Special Services for Groups/Occupational Therapy Training Program (OTTP)	Education, Training, and Employment Services	Additional professional mentoring and life skills training focused on parenting by occupational therapists
City and County of Honolulu Workforce Investment Board	Education, Training, and Employment Services	Volunteer or professional mentoring focused on personal development and parenting
Employment and Employer Services (EES)	Education, Training, and Employment Services	Professional mentoring that helped support and reinforce connection with services at the One-Stop Career Center; monthly group workshops
Every Woman’s Place, Inc. (EWP)	Education, Training, and Employment Services	Professional mentoring on work-life issues and parenting (includes Work-Life and Parenting Mentors)

Three grantees focused on short-term training opportunities for members of the treatment group, with two (GSCS and CEO) offering short-term (i.e., two to six months) occupational training leading to a variety of industry-recognized certificates (e.g., medical assistant, computer software, and construction trades). Based on participants' individual needs and interests, HRDF provided OJT placements or ITA-funded training slots of up to \$3,000 to treatment group members who first obtained GEDs. Exhibit 3-7 provides a description of the training program by GSCS developed specifically for treatment group participants.

Exhibit 3-7: Example of Short-Term Occupational Training Offered as the Enhancement for the Treatment Group

GSCS. GSCS's YPD intervention provided short-term occupational training, specifically designed for customized cohorts of YPD treatment group members. Treatment group participants moved through the process leading up to random assignment in the same manner as control group participants. After random assignment, those assigned to the treatment group participated in an orientation session and met with the vocational training coordinator to learn more about training options and certificates available, program requirements, and available supportive services. Customized training programs leading to an entry-level certificate were developed by GSCS in collaboration with staff at three area community colleges, and classes, led by a dedicated instructor, admitted only members of the YPD treatment group, thereby providing a comfortable, supportive environment for the students. Training programs offered were specifically selected because of available job openings in those occupational areas and because a prerequisite for a GED or high school diploma was not required. Training options included medical assistant, medical office, HVAC, carpentry helper, customer services, and a variety of computer software trainings. Training sessions were held three to five days a week; some met for full days, and others met for half days to better accommodate the needs of participants. Duration of classes varied but typically ranged from eight to 12 weeks. A minimum of five students was required for one class (although some classes had as many as 12 participants) so there was often a two- to three-month wait until an adequate number of participants committed to a particular training. During that time, case managers checked in weekly with those participants to ensure continued engagement and interest in the program. Participants who completed training and earned an industry-recognized certificate received a \$500 incentive.

Source: Based on interviews conducted during site visits to YPD grantee sites.

Two grantees, Lancaster WIB and JOCCA, offered paid internships for treatment group members with both public and private employers, such as schools, nursing homes, hospitals, day care centers, and landscaping companies. Lancaster WIB, for example, worked with over 80 employers to place YPD treatment group participants in internships, which ranged from 10 to 30 hours per week for six months, with hourly wages of \$8 to \$10 per hour, which were paid by the

grantee. Although some of the grantees focused their efforts on one new service option for treatment group members, others offered multiple education, training, and employment activities, typically conducted sequentially. For example, CEO provided access to GED preparation classes for treatment group members without a high school credential and focused on GED attainment as a first step before progressing to the Career Academy for occupational training. JOCCA's treatment group members participated in professional development seminars and an employability lab before being assigned to internships, as described in Exhibit 3-8 below.

Exhibit 3-8: Example of Professional Development Training Seminars, an Employability Lab, and Paid Internships Offered as the Enhancement for Treatment Group

JOCCA. As an enhancement to existing services, treatment group members were offered a series of professional development training seminars, an employability lab, and paid internships. For the Professional Development Training Seminars, treatment group members first participated in a series of four workshops on Personal Development; Personal Management Skills; Stepping into the World of Work; and Building on the Foundations. While the workshops were initially presented in group sessions, the sessions were later conducted on a one-on-one basis with the YPD job developers to better meet the individual needs of participants. Completing all four workshops typically took about three weeks. Following the workshops, treatment group members participated in an employability lab and a series of assessments, including career goal-setting, learning styles inventory, parenting skills inventory, and the Five Factor Model of Personality Inventory. Mini-graduation celebrations were also held, during which successful participants were presented with certificates indicating that they had completed the required components (33 hours) of the first two phases of the intervention. Using information collected from the assessments and lessons learned during the first two phases of the program, the job developers met individually with participants to identify, based on job skills and interests, mutually acceptable placement sites for paid internships with public (e.g., school system, county government) and private (e.g., hair salons and landscaping companies) employers. Once placements were made, job developers monitored progress during bi-weekly meetings (typically in person, but by phone if necessary) with interns, providing encouragement, coaching them on job performance based on bi-weekly performance reviews received from employers, and providing information on job leads and career opportunities. Interns typically worked 20 hours per week for about four months.

Source: Based on interviews conducted during site visits to YPD grantee sites.

Education, Training, and Employment Services as an Enhancement to Existing Mentoring or Parenting Education. Two grantees added education, employment, and training services as the enhancement to their existing mentoring and parenting education activities. The Center Foundation supplemented their mentoring programs with new resources designed to

increase the employability of treatment group members. These included a career navigator who worked with participants on long-range employment and career goals; a job coach who facilitated a series of employability and work readiness workshops; and a financial literacy coach who provided instruction on budgeting and credit concerns. Little Rock WIB's existing services, which consisted of mentoring and parenting activities provided by a partner organization, facilitated linkages to and co-enrollment in their WIA Youth program as the enhancement for treatment group members.

b. Mentoring Activities Offered as the Enhanced Services (Treatment Model #2)

As shown in Exhibit 3-6 (earlier), six grantees chose to add a mentoring component as the enhancement to their existing employment, training and education activities. Although some grantees had facilitated informal mentoring for youth in the past, for most of the grantees the mentoring activities implemented for YPD treatment group members were a new undertaking and one that many grantees found challenging. In general, the goal of mentoring initiatives was to successfully link responsible mentors with YPD participants so that they could develop a personal relationship in which the mentor provided ongoing guidance on development of life skills, as well as support and assistance in removing barriers to success and achieving personal, education, and employment goals. For the grantees, there were multiple steps to developing and operating a mentoring initiative for youth, including identifying and training suitable mentors; matching mentors successfully with mentees; and defining and overseeing specific mentoring activities. Across grantees, the types, structure, and intensity of mentoring activities for members of the treatment group varied.

Types of Mentors. Most of the YPD grantees chose to match professional (i.e., paid) mentors with the YPD participants, relying on either grantee staff (e.g., Brighton Center and EWP) or partner staff (e.g., City/County of Honolulu WIB). None of the six grantees relied solely on volunteer mentors from the local community, and only two of the six grantees (City/County of Honolulu WIB and Youth Co-Op) used volunteers in providing mentoring services for YPD treatment group participants. One of City/County of Honolulu WIB's two mentoring partners, Big Brothers/Big Sisters, recruited volunteers as potential mentors for one-on-one, supportive relationships with YPD enrollees. Youth Co-Op, which utilized on-staff professional mentoring facilitators, began recruiting volunteer mentors from the local community when the treatment group caseload grew too large for the in-house mentors to manage.

Strategies for Matching Mentors with Mentees. Grantees relied on a variety of strategies and procedures for matching mentors with mentees, including participants' completion of interest assessments and questionnaires on goals, stated preferences of the participants (e.g., preferred gender of mentor), proximity of matches (i.e., mentor residing in a location close to mentee's residence), group "mixers" during which mentors interacted with mentees, and evaluations/judgment of staff regarding participants' personalities and needs.

Interactions between Mentors and Mentees. Intensity of interactions between mentors and mentees varied both by grantee and across individual relationships. Overall goals for the amount of contact ranged from four to 12 hours per month, although some YPD mentors reported that they met with their assigned mentees weekly, or, in some cases, as often as three times a week with their more engaged participants. Contacts between the mentor and mentee were made via text, phone, email, Facebook, or in-person, in public locations or through visits to each other's homes. Types of mentoring activities included, for example, walks, lunches, and

visits to parks or zoos, but also included help obtaining a driver's license, providing transportation to a job interview, or assistance in navigating other social services networks.

Although most of the mentoring activities offered through the grantees consisted of one-on-one interactions between mentors and mentees, several grantees also offered regular group mentoring meetings for members of the treatment group. For example, OTTP's occupational therapists developed and led 16 weekly group sessions that focused on personal and academic development and career development. EES's mentors developed monthly group workshops based on the needs and interests of the participants that included sessions on topics such as personal presentation and potential activities for children.

One grantee offered other program components to supplement the mentoring activities provided as the enhancement. In addition to the one-on-one mentoring provided by the professional mentors, the Youth-Co-Op's initiative for treatment group participants also offered a life skills/parenting skills workshop, held at a local college twice a week, two hours per session for ten weeks. Another grantee, EWP, provided multiple mentors (in addition to the assigned case managers that were part of the existing services) who were available to treatment group members to provide additional guidance and instruction on specific areas of concern to young parents. YPD treatment group members at EWP had access to the services of an assigned in-house Work-Life Mentor who focused on academic achievement, vocational training and employment goals. In addition, a Parenting Mentor with EWP's partner, Catholic Charities, was available to treatment group mentors and provided guidance on parenting, child development and nutrition issues. See Exhibit 3-9 below provides profiles of how mentoring services were structured and provided as a service enhancement to treatment group members in two YPD sites (Brighton Center and EWP).

Exhibit 3-9: Examples of Mentoring Activities Provided as Enhanced Services for Treatment Group Members at Two YPD Sites

Brighton Center. The Brighton Center’s YPD treatment group intervention provided intensive mentoring to address personal development, educational support, and career advising. The additional intensive mentoring services for treatment group members were provided to: (1) establish a realistic career plan; (2) expand opportunities and horizons; (3) develop youths’ professional identity (e.g., resume development and dress for success); and, (4) advance youths’ decision-making skills so that they could effectively overcome personal and environmental challenges that may have otherwise impeded their ability to complete their GED and other training. Participants were engaged in mentoring while completing GED preparation (as part of the Brighton Center’s Step-Up program) or other training services, both of which served as the YPD “existing” services. YPD treatment group participants were assigned to one of five YPD professional mentors on Brighton Center’s staff. Mentoring contacts and activities were tailored to the availability, interest, and needs of each YPD treatment group member. Mentors scheduled a minimum of one substantive activity per month with each treatment group member. Examples of activities included going to the local aquarium, having lunch, or going for a walk. Mentors encouraged participants to complete occupational and educational activities, including work-site or post-secondary education visits, job shadowing experiences, or career interviews with a professional in a field of interest, volunteer experiences, and mock job interviews. Ongoing and more informal contact between mentors and mentees often occurred between classes at the Brighton Center. Mentors and mentees also often contacted each other by telephone, text message, or via e-mails. Treatment group participants could be involved in mentoring and follow-up mentoring for 16 to 20 months, with a goal of 12 hours of mentoring for each month. This was a general guideline, however, and there was considerable variation across mentees. The Brighton Center’s mentoring approach was based on a curriculum entitled, *The Elements of Effective Practice*, which was developed in 1990, and updated in 2003.

EWP. In addition to the existing services, YPD enrollees assigned to the treatment group received professional mentoring services. Treatment group participants were assigned a Work-Life Mentor who met with each youth, either at their home or at the YPD office, 10 hours per month (typically one to two hours per week) to provide additional support in accomplishing their goals. The Work-Life Mentor focused on academic achievement and credentialing, vocational training, and employment placement and retention. In addition, treatment group participants also met with the Parenting Mentor from Catholic Charities for one hour per month (sometimes in conjunction with the Work-Life Mentor’s meetings). The Parenting Mentor provided guidance on topics such as parenting, child development, relationship management, and nutrition issues. The Parenting Mentor also assessed the participant’s needs and worked to develop an individualized family service plan that focused on parenting goals. Both mentors made referrals as needed to support service providers such as food pantries and the Early Head Start program. YPD treatment group participants also could participate in bi-weekly group discussion sessions, led by the YPD Coordinator and the Work-Life Mentors, which addressed a variety of employment, education, and life skills topics.

Source: Based on interviews conducted during site visits to YPD grantee sites.

c. **Case Management, Supportive Services, and Incentives Offered to Treatment Group Members**

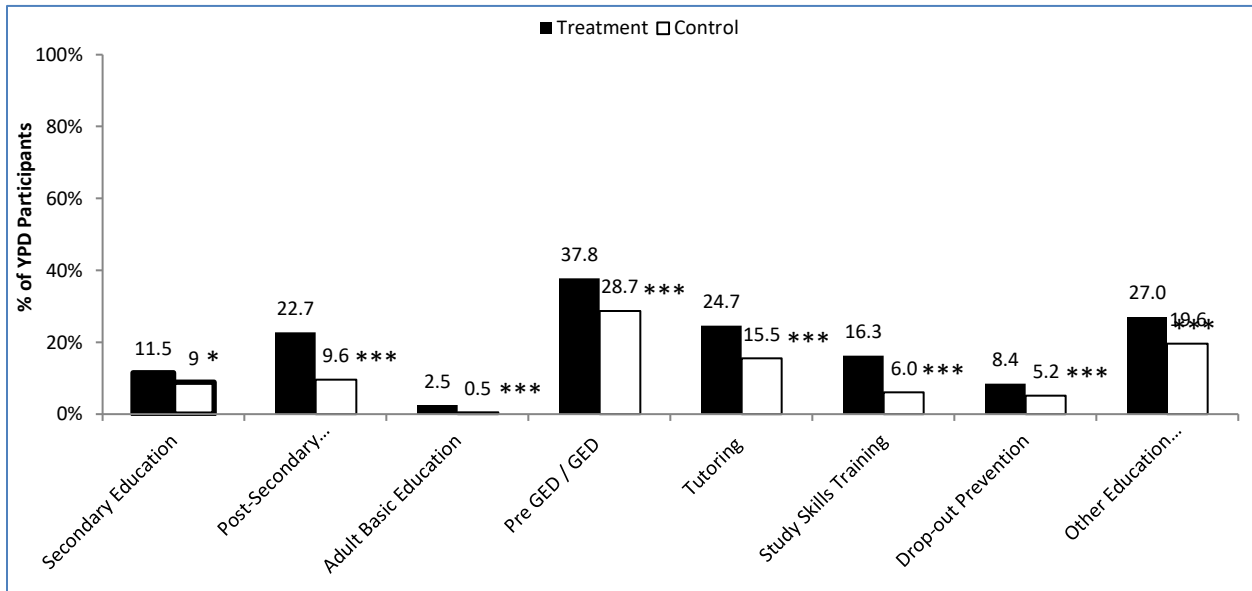
YPD enrollees assigned to the treatment group were entitled to the same case management and supportive services as those in the control group. While case management was available to all YPD participants, some grantee staff felt that participants assigned to the treatment group received more case management services, just by the nature of the fact that they received more services and were therefore in contact with YPD dedicated staff on a more frequent basis. Some financial incentives were available to participants as part of the base services offered by some grantees (particularly those operating a WIA Youth program). In addition, a few grantees provided incentives that were available only to members of the treatment group. For example, EWP offered gift cards as an incentive to treatment group members for reaching certain milestones, such as participating in a specified number of mentoring sessions, obtaining a GED, or for finding a job. EWP's partner, Catholic Charities, also provided similar incentives for other accomplishments, such as keeping children's required immunizations up to date. YPD participants assigned to GSCS's treatment group who completed short-term occupational training and earned an industry-recognized certificate received a \$500 incentive payment.

C. SERVICE RECEIPT AND UTILIZATION

The Participant Tracking System (PTS) captured service utilization patterns in four major service areas during the period of enrollment for each YPD treatment and control group members: (1) education; (2) employment and training services; (3) mentoring; and, (4) parenting services. Data collected as part of the PTS reporting confirms that YPD treatment group participants in each of the 13 demonstration sites received additional services.

Receipt of Educational Services. A higher percentage of treatment group members received educational services than control group members (see Exhibit 3-10). The most common type of educational service received for the treatment group was pre-GED or GED courses: 38 percent of the treatment group received these services compared with 29 percent of the control group. The least common educational service received by YPD participants was ABE, with only three percent of treatment group members receiving ABE, and less than one percent of control group members receiving the service. More than one-quarter (27 percent) of treatment group members and one-fifth of control group members received unspecified education services (e.g., financial literacy/budgeting education, leadership skills development, and technology skills.). As shown in the exhibit, there are statistically significant differences between the percentage of treatment and control group members in terms of receipt of each of the educational services (at the .01 percent level for all educational services with exception of secondary education).

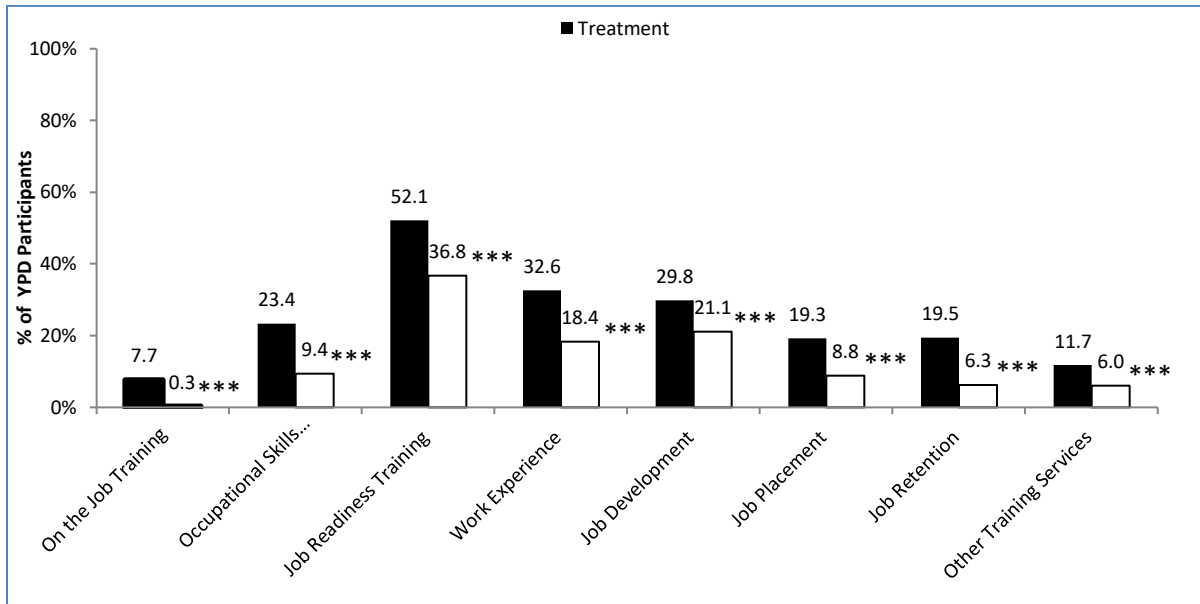
Exhibit 3-10: Percentage of YPD Participants Receiving Education Services, by Random Assignment Status



Source: Participant Tracking System, N = 1,941. Statistically significant differences were calculated using Chi Square test at the 10%, 5% and 1% levels of significance (*<0.1; **<0.05; ***<0.01).

Receipt of Employment and Training Services. A higher percentage of treatment group members received all types of employment and training services than control group members (see Exhibit 3-11). The most common type of employment service received was job readiness training, with over half (52 percent) of the treatment group receiving the service, compared with 37 percent of the control group. The next most common service reported for the treatment group was work experience; one-third (33 percent) of the treatment group participated in work experience, compared with 18 percent of the control group. OJT was the least frequently reported service, with only 8 percent of treatment group members receiving the service, and less than 1 percent of the control group members receiving the service. As shown in the exhibit, there are statistically significant differences between the percentage of treatment and control group members in terms of receipt of employment and training services on all types of these services (at the 1 percent level of significance).

Exhibit 3-11: Percentage of YPD Participants Receiving Employment and Training Services, by Random Assignment Status



Source: Participant Tracking System, N = 1,941. Statistically significant differences were calculated using Chi Square test at the 10%, 5% and 1% levels of significance (*<0.1; **<0.05; ***<0.01).

Receipt of Mentoring Services. Nearly 60 percent (58 percent) of the treatment group received mentoring services, compared with 16 percent of the control group (a statistically significant difference between the treatment and control groups at the 1 percent level). Among those receiving mentoring services, those in the treatment group had on average more mentoring contacts and completed more hours of mentoring than the control group (34 contacts versus 15 contacts, respectively; 36 hours versus 15 hours, respectively).

Receipt of Parenting Services.⁴¹ About one-quarter (24 percent) of treatment group members participated in parenting workshops, compared with 6 percent of control group members (a statistically significant difference between the treatment and control groups at one percent level). On average, treatment group members who participated in parenting workshops completed 17 hours compared with 9 hours completed by the control group. One-fifth (20 percent) of treatment group members received other types of parenting services compared with less than 10 percent (9 percent) of the control group.

D. GRANTEE PARTNERSHIPS AND COLLABORATION

YPD grantees were encouraged to collaborate and coordinate with other service providers in their communities. According to staff, developing linkages and partnerships with other organizations and agencies that also targeted at-risk youth enabled grantees to expand their reach and provide a more comprehensive array of services for YPD participants. All 13 grantees established and maintained relationships with an extensive network of public and private social service organizations that served as either direct service providers for YPD initiatives, participant recruitment sources, or as resources for referrals for specific service needs of participants.

⁴¹ Parenting services varied across grantees but typically included parenting education/workshops that provided instruction on parenting skills and techniques and health issues, including prenatal care, well-baby care, nutrition, as well as referrals to other community partners for related services.

Subcontracted Service Providers. A few grantees used YPD funds to develop subcontracts or establish Memorandums of Understanding (MOUs) with other community organizations with specific areas of expertise to provide direct services offered as part of their programs. For example, City/County of Honolulu WIB had subcontracts with Big Brothers/Big Sisters and Susannah Wesley Community Center (both experienced operators of mentoring programs) for provision of mentoring activities. Brighton Center subcontracted a small portion of its grant to the area Chamber of Commerce to support a half-time job developer to arrange for job shadowing experiences for treatment group participants. Every Woman's Place also used grant funds to partner with Catholic Charities for the services of a Parenting Mentor and financial incentives related to completion of parenting goals.

Participant Recruitment Sources. Grantees also relied heavily on relationships developed with community partners for outreach and recruitment efforts and referrals of potential YPD enrollees. In addition to the nine grantees operating WIA programs, most of the other grantees also had established linkages with local WIBs and/or the American Job Centers, thus facilitating YPD program referrals as well as easy access to workforce development resources for participants. Other key referral partners across grantees included local K-12 schools, alternative high schools, technical colleges, community colleges, courts/correctional systems, Job Corps, local departments of human services (i.e., TANF and SNAP agencies), housing agencies and shelters, Head Start programs, Maternal and Infant Health programs, and a range of community- and faith-based service providers.

Referrals for Specific Service Needs. Finally, grantees developed new or maintained existing partnerships with extensive networks of other human services organizations within their communities to facilitate participant referrals to address barriers and needs during the enrollment

period. These agencies provided help with a variety of needs including: income assistance, food, housing, transportation and child care assistance, health benefits, mental health and substance abuse treatment, and domestic violence. Other key collaborations that were critical for program operations included those with community colleges for developing targeted training programs (e.g., Youth Co-Op and GSCS) and with employers for establishing internships and OJT placements (e.g., JOCCA, Lancaster WIB, and HRDF).

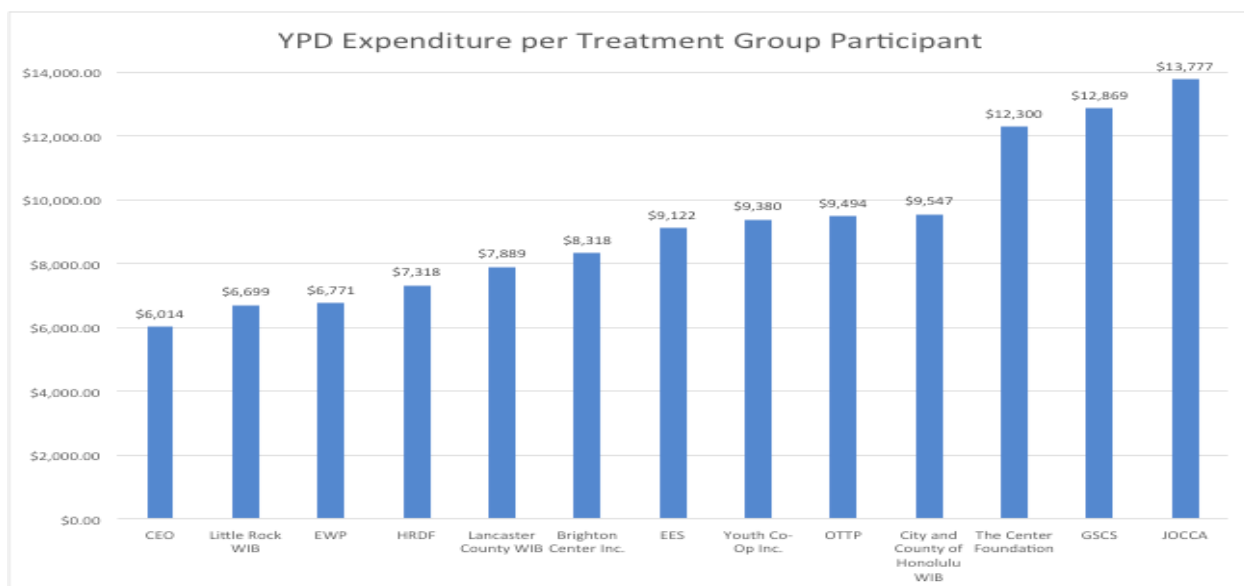
E. GRANTEE TOTAL AND PER PARTICIPANT EXPENDITURES

This section presents an analysis of expenditures of YPD grant funds across Rounds I and II YPD grantees, based on financial reports submitted to DOL by each YPD grantee. Total grant expenditures and per participant costs are examined for all 13 grantees.

Total YPD Grant and Per Participant Expenditures. In June 2009, DOL distributed a total of \$9.9 million to the 13 Round I and II grantees, with funding ranging from \$386,934 to \$1.0 million across the grantees. Exhibit 3-12 provides a breakdown of grant awards, total grant expenditures, and estimates of expenditures per treatment group participant. The average amount of funding for the 13 Rounds I and II grantees was \$761,477). YPD funding was only a portion of total costs associated with serving YPD participants, as participants were often referred to other partnering organizations for services (not paid for by YPD) or may have received services through other programs sponsored by the grantee. Additionally, during Rounds I and II, grantees were prohibited from covering base services for treatment and control group members with YPD funding.⁴²

⁴² Round III grantees were permitted to use up to 25 percent of grant funds to cover base service costs for both the treatment and control group members (i.e., with the remaining funds to be expended on provision of enhanced services targeted on treatment group members only)

Exhibit 3-12: YPD Grantee Awards, Expenditures, and Estimated Expenditures per Treatment Group Member, Round I-II Grants



Grantee	YPD Grant Award Amount	Grant Amount Expended	% of Grant Expended	# of Treatment Group Participants	Estimated YPD Grant Expenditure per Participant
Center for Employment Opportunity (CEO)	\$500,000	\$469,115	94%	78	\$6,014
Little Rock WIB	\$848,452	\$669,858	79%	100	\$6,699
Every Woman's Place Inc. (EWP)	\$765,441	\$534,912	70%	79	\$6,771
Human Resources Development Foundation (HRDF)	\$727,488	\$614,704	84%	84	\$7,318
Lancaster County WIB	\$1,000,000	\$844,095	84%	107	\$7,889
Brighton Center Inc.	\$555,877	\$490,750	88%	59	\$8,318
Employment and Employer Services (EES)	\$986,000	\$811,864	82%	89	\$9,122
Youth Co-Op Inc.	\$999,500	\$956,731	96%	102	\$9,380
Occupational Therapy Training Program (OTTP)	\$750,000	\$750,000	100%	79	\$9,494
City and County of	\$1,000,000	\$725,588	73%	76	\$9,547
The Center Foundation	\$386,934	\$356,695	92%	29	\$12,300
Good Samaritan Center of San Antonio (GSCS)	\$748,644	\$643,429	86%	50	\$12,869
Joint Orange Chatham Community Action Inc. (JOCCA)	\$630,864	\$606,202	96%	44	\$13,777
Total	\$9,899,200	\$8,473,943	86%	976	\$8,682

Notes: The source for expenditures is financial reports submitted by grantees to DOL. During Rounds I/II grantees could only expend grant funds in the provision of enhanced services for treatment group members (i.e., grant funds could not be expended to provide base services for the treatment or control groups.)

As shown in the exhibit, on average, grantees expended 86 percent of their original grant funding over their three-year grant periods. The exhibit also shows the amount of actual grant expenditures for each grantee, which ranged from less than \$500,000 in three sites (Center Foundation, Brighton Center, and CEO) to over \$950,000 at Youth Co-Op. Only one site (Occupational Therapy Training Program) expended the entire amount of their original grant (\$750,000). Four additional grantees expended over 90 percent of their original grant funds, while three grantees expended less than 80 percent of their grants (with the lowest being Every Woman’s Place, which expended 70 percent of its original grant funds).

Grant Expenditures per Treatment Group Participant. The exhibit also provides estimates of grant expenditures per treatment group participant across the 13 Rounds I and II grantees. As shown in the exhibit, there was considerable variation across grantees, with the amount spent per participant ranging from under \$7,000 at three grantees (CEO, Little Rock WIB, and EWP) to in excess of \$12,000 per participant in three sites (JOCCA, GSCS, and Center Foundation). The average expenditure per participant across the 13 grantees was \$8,682.

CHAPTER 4: YPD ESTIMATED IMPACTS ON CUMULATIVE EARNINGS AND OTHER EXPLORATORY EMPLOYMENT OUTCOMES

This chapter presents the estimated impacts of the YPD program on the primary confirmatory outcome – participants’ cumulative earnings up to two years after random assignment. Impact estimates show that YPD participation had a positive impact on cumulative earnings among treatment group participants through eight quarters after random assignment. This chapter also presents results of exploratory analyses of other employment outcomes and non-experimental analyses of employment outcomes for subgroups of interest. Results of exploratory analyses indicate that YPD treatment group services had a positive impact on employment at quarter four after random assignment; however, the effect faded by quarters six and eight, and there were no measurable impacts of YPD for those periods. There were no measurable impacts of YPD on employment stability – employment for four consecutive quarters – or for quarterly earnings during the eight-quarter observation window.

Non-experimental exploratory analyses suggest that the overall YPD impacts may mask important subgroup differences. The positive YPD impacts with respect to cumulative earnings through two years after random assignment appear to be largely driven by YPD’s success in improving employment-related outcomes for youth who were high school-age (i.e., ages 16 and 17) at program intake. For a subsample of YPD treatment and control group participants, we were able to extend the analysis of earnings to conduct an exploratory analysis of annual earnings six years after random assignment. We did not find a measurable impact of YPD on annual earnings six years after random assignment, suggesting early impacts of YPD on cumulative earnings in the first two years after random assignment faded over time.

The chapter begins with an overview of the methodology used in this impact analysis and then turns to a presentation of employment and earnings impacts. The chapter closes with conclusions and a discussion of potential limitations. This chapter addresses two of the eight key study questions.

Question #5: To what extent were there statistically significant differences in employment and earnings outcomes for the treatment and control groups? What were the potential reasons for variation in net impacts for treatment and control groups?
Question #6: How did net impacts on key outcomes of interest vary across YPD sites for the treatment and control groups? How did net impacts on key outcomes of interest vary for specific subpopulations of the youth served? What were the potential reasons for variation in net impacts across sites and subpopulations?
Question #7: If net impacts were found between the treatment and control group in the short-term (e.g., two years after random assignment), were they sustained over a longer period of time (e.g., at five or more years after random assignment)? If net impacts were not sustained over the long-term what were the potential reasons that they were not sustained?

A. METHODOLOGY

A randomized controlled trial (RCT) design was used to evaluate the impact of YPD services on employment and earnings outcomes. Study participants had a 50 percent chance of assignment to the treatment or control group. Randomization allowed for direct comparison of treatment and control group scores to determine the impact of YPD on cumulative earnings and other exploratory employment outcomes.⁴³

Cumulative earnings and other employment-related impacts presented in this chapter were estimated using quarterly Unemployment Insurance (UI) wage record data from the National Directory of New Hires (NDNH) merged with participant demographic data collected at intake. The final analysis sample includes 1,908 cases.⁴⁴

⁴³ Baseline characteristics of treatment and control members were compared and no statistically significant differences were found, as would be expected if randomization was implemented correctly.

⁴⁴ Of the 1,941 treatment and control cases, 33 records were dropped from the employment and earnings analysis. These records all had errors in their Social Security Numbers and could not be matched to the Unemployment Insurance wage files from the National Directory of New Hires.

The primary outcomes assessed within two years of random assignment were cumulative earnings measured at quarters four, six and eight after random assignment. Other exploratory analyses of employment outcomes included quarterly employment status, employment stability, and quarterly earnings.⁴⁵ We also examined annual earnings in year six after random assignment for a subset of the study group.⁴⁶ Because of limited data availability, year six after random assignment was the longest period for which earnings could be measured on the largest proportion of the sample. This subsample included 842 cases (i.e., slightly less than half of the participants whose wage records were used in impact analyses through two years after random assignment).⁴⁷ The subsample and overall YPD populations appeared relatively similar when compared by demographic profiles at intake (see Appendix D, Exhibit AD-1).⁴⁸ Differences between the subsample and the overall YPD population were likely driven by differences in the grantees represented in the subpopulation. There were differences in the grantees represented in

⁴⁵ An important additional outcome for YPD participants was improved educational outcomes, including completing high school, going on to post-secondary education and training, and gaining of additional educational credentials. As part of the PTS, data were collected (by program staff) for each participant concerning highest grade-level/degree attained at the time of random assignment. The PTS also built in collection of data on highest grade level/degree attained at six, 12, and 18 months after randomization. While response rates were very high at intake on this variable, program staff encountered substantial challenges in locating participants and obtaining data at each of the follow-up points, with missing data on educational status increasing at each of the three follow-up periods for both treatment and control group members. As a result, it was not possible to provide impact estimates on educational outcomes of interest. However, it should be noted that such estimates are available for Round III participants, based on results of a follow-up telephone survey conducted at 18 months after random assignment (see Trutko et al. 2018)

⁴⁶ In February 2018, DOL (in partnership with OCSE) was able to make available a follow-up batch of wage records matched to Round I/II participants for an eight-quarter period (beginning in quarter one of 2015 and ending in quarter 2 of 2017). This additional batch of wage record data provided an opportunity to explore employment and earnings outcomes for some YPD Round I/II participants during the sixth year after random assignment.

⁴⁷ There were 842 observations with earnings data in year six after random assignment, representing 43 percent of the total YPD impact study population. Using bivariate statistics, we compared the demographic profile of the subgroup of YPD participants included in the earnings analysis to the full YPD impact sample. We also compared the demographic profiles of the treatment and control groups within the subgroup of YPD participants included in the earnings analysis and found them to be well matched, with few statistically significant differences. We used regression-adjustment, controlling for demographic characteristics at intake, to reduce any differences between the treatment and control groups when we examine annual earnings in year six after random assignment.

⁴⁸ Using bivariate statistics, we compared the demographic profiles of the treatment and control groups within the subgroup of YPD participants included in the earnings analysis and found few statistically significant differences. We used regression-adjustment, controlling for demographic characteristics at intake, to reduce any differences between the treatment and control groups when we examine annual earnings in year six after random assignment.

the subpopulation because randomization into YPD did not occur at the same rate across grantees over time.

Quarterly earnings reported in the NDNH were inflation-adjusted, with 2010 as the base year.⁴⁹ Range checks were completed, and cases with earnings considered outliers – above the 99th percentile for all earnings in all quarters – were excluded from the analysis.⁵⁰ Additionally, earnings distributions were examined, and as a sensitivity check, earnings models were estimated using log earnings as the dependent variable because data showed a right skew to the distribution; results from the log models were similar to the level models (using Ordinary Least Squares [OLS] estimation),⁵¹ so only OLS model results on inflation-adjusted earnings are presented. Cases with no earnings were included in the analyses as having zero earnings. Cumulative earnings were analyzed and presented at quarters four, six, and eight after random assignment; cumulative earnings were derived by summing earnings for each quarter up to, and including, the observation quarter. Cumulative earnings were analyzed and reported starting in the quarter of random assignment and ending eight quarters after random assignment.⁵²

For exploratory analyses of other employment outcomes, individuals who had earnings reported in a quarter were coded as employed; individuals with no quarterly earnings were coded

⁴⁹ The monthly Consumer Price Index (CPI-U) for all items (U.S. city average, not seasonally adjusted) is used to adjust quarterly earnings into constant dollars. The average of the CPI for July through September 2010 is used as the base, as that is the first quarter of observed YPD participants' earnings.

⁵⁰ The 99th percentile was chosen as the cutoff for accepting outliers in the analysis. This threshold was chosen because data edits were done systematically, few observations were deleted, and cases deleted appeared to be very unlikely. Cases with earnings at the 99th percentile were set to missing, affecting between five and eight cases in each quarter. As a sensitivity check, employment and quarterly earnings results at 24 months after random assignment are analyzed, including the outliers. Quarterly employment and earnings were slightly higher when including the outliers, but overall YPD impact estimates were not affected.

⁵¹ In log earnings models, one dollar was added to cases with zero earnings.

⁵² Sample sizes vary by quarter due to left- and right-censoring. The quarter of random assignment, quarter zero, is the first quarter that employment and earnings impacts are reported. There is left-censoring in quarter zero; 550 cases (29 percent of the total sample) were not observed in quarter zero. Quarter three after random assignment is the first quarter in which no cases were left-censored. There is right-censoring beginning in quarter six through quarter eight, the last quarter in which employment and wage impacts are reported; 142 cases (7 percent of the total sample) were not observed in quarter eight.

as not employed.⁵³ Individuals with four consecutive quarters of earnings (during the first two years after random assignment) were coded as having stable employment. With regard to the exploratory analyses of earnings in year six after random assignment, annual earnings were derived by summing earnings for each quarter in the sixth year after random assignment.

Univariate and multivariate analysis techniques were used to estimate impacts. Descriptive statistics – means and percentages – were used to summarize employment outcomes. Regression-adjusted outcomes that accounted for potential differences in YPD demographic characteristics between the treatment and control groups are presented; these adjustments can potentially improve the precision of estimates, as well as control for any variation between the treatment and control groups (Murray, 2006).

Regression models included the following set of YPD participant characteristics collected at intake: age, sex, race/ethnicity, marital status, expectant parent status, number of children, and employment and school status. Regression models also include site fixed effects.⁵⁴ Logistic regression was used to estimate impacts on dichotomous outcomes (i.e., employment status and employment stability), and parametric linear models estimated by OLS were used for continuous outcomes (i.e., quarterly earnings and cumulative earnings). Observations with unit non-response on the control variables were excluded from the analysis and final analytic sample sizes are reported. Statistically significant differences in post-treatment outcomes between the

⁵³ Having no earnings does not mean that an individual is not employed. The wage data from the UI system only includes earnings covered by the Unemployment Insurance system. Though most earnings are covered, there are categories of employment that are not covered by the UI system, including, for instance, federal employment, postal service, military, railroad, self-employment, some agricultural employment, and some employment where earnings are primarily based on commission. Additionally, these UI wage records do not capture cash payment for services that go unreported (i.e., off the books, under the table payments).

⁵⁴ As a sensitivity check, quarterly wage and employment status at quarter eight after random assignment are estimated and include fixed effects for quarter and year of random assignment. Including fixed effects in the regression analyses did not alter the results of the impact estimates very much.

treatment and control groups were determined using t-tests for continuous measures and chi-square tests for dichotomous measures for bivariate and multivariate analyses.

Exploratory subgroup analyses were conducted by age groups of youth at program intake and by grantee.⁵⁵ The age range of youth served by YPD was relatively wide, spanning from youth who could still be in secondary school (ages 16 and 17) to youth who may have completed schooling and have had more years of experience in the labor market (ages 22 through 24). It may be that YPD had different impacts on youth based on their age at intake into the program, as is the case in some previous programs aimed at this age group (e.g., Schochet, Burghardt, and Glazerman, 2001). To investigate this hypothesis, we examined employment and earnings outcomes by age cohorts of youth based on their age at intake into YPD. Exploratory analysis of employment and earnings outcomes were also undertaken at the grantee-level to assess which grantees had programs associated with positive results.

While subgroup analyses were of interest, the sample sizes for the subgroup analyses were small—below what was determined necessary to detect meaningful impacts. With a planned sample size of 1,306, the analyses were powered to detect differences as low as \$679 and 8 percentage points for earnings and employment, respectively.⁵⁶ The actual sample sizes achieved for the exploratory analyses were substantially lower than what was planned for the pooled analysis. Additional caution is warranted given the number of exploratory models

⁵⁵ Subgroups defined by gender were not analyzed because males participating were largely concentrated in two sites and therefore could not be distinguished from site effects.

⁵⁶ Power analyses were conducted to estimate Minimum Detectable Effects (MDEs). The research team assumed that the pooled sample from all four sites would yield 1,306 observations. The MDE was calculated for a two-sided test with 80 percent power and a 0.05 significance level. MDEs were computed for earnings, a continuous variable, and employment, a dichotomous variable. The research team assumed a standard deviation for earnings of \$4,899 based on data from the National Job Corps evaluation. For employment, the research team conservatively estimated that the mean outcome is .50. For earnings, the research team further assumed that the R^2 for the regression of earnings on individual characteristics is .20, which is consistent with the estimates from earnings regressions from the National Job Corps evaluation. With these assumptions, the MDE for earnings was \$679 and the MDE for employment was 8 percentage points.

estimated; it is possible that some of the significant findings from the exploratory analyses were due to chance alone.⁵⁷

B. IMPACT OF YPD ON CUMULATIVE EARNINGS

YPD enhanced services had a positive and measurable impact on cumulative earnings (see Exhibits 4-1 and 4-2). Cumulative earnings were \$384, \$567, and \$677 higher at quarters four, six and eight, respectively, for the treatment group (results significant at the 0.10 level). In quarter eight after random assignment, we estimated that the treatment group earned \$7,750 and without YPD, they would have earned \$7,073. These impacts are average treatment effects and include YPD participants who did not have earnings in every quarter.

Exhibit 4-1: Impact of YPD on Cumulative Earnings at Quarters Four, Six, and Eight after Random Assignment [Using Regression-Adjusted Means]

Cumulative Earnings	Number of Observations Used	Treatment Group	Treatment Group	Estimated Impact (\$)	P-Value
		Observed Mean (\$)	Estimated Mean without YPD, Regression-Adjusted (\$)		
Quarter 4 after RA	1,908	3,346	2,962	384*	0.071
Quarter 6 after RA	1,908	5,528	4,961	567*	0.073
Quarter 8 after RA	1,886	7,750	7,073	677*	0.100

Source: Authors' analysis of National Directory of New Hires data. N = 1,908.

Note: OLS regression analysis, controlling for characteristics of YPD participants collected at intake (age, sex, race/ethnicity, marital status, expectant parent status, number of children, and employment and school status) as well as site fixed effects, is used to assess statistical significance.

*<0.1; **<0.05; ***<0.01

⁵⁷ See Schochet. (2009) for more information on the issue of multiple testing. <http://ies.ed.gov/ncee/pdf/20084018.pdf>.

Exhibit 4-2: Estimated Impact of YPD on Cumulative Earnings at Quarters Four, Six, and Eight after Random Assignment: Full Regression Models

Characteristics and Grantees	Cumulative Earnings by Quarter 4 after RA	Cumulative Earnings by Quarter 6 after RA	Cumulative Earnings by Quarter 8 after RA
Characteristic	Estimate (Standard Error)	Estimate (Standard Error)	Estimate (Standard Error)
Intercept	6134.78 *** (776.41)	10,284.00*** (1,164.08)	14,013.00*** (1,541.91)
YPD	370.98* (204.98)	551.08* (307.32)	669.52 (407.07)
Female	-488.49 (298.41)	-715.31 (447.40)	-799.95 (592.62)
Age			
16-17	-1385.90*** (446.37)	-2418.85*** (669.24)	-2958.26*** (886.46)
18-19	-1053.04*** (368.54)	-1828.99*** (552.55)	-2161.93*** (731.90)
20-21	-399.86 (348.79)	-834.06 (522.94)	-817.66 (692.68)
22-24 [reference]			
Race/Ethnicity			
Black	-180.59 (378.94)	-480.36 (568.15)	-534.07 (752.56)
Hispanic	515.36 (408.44)	611.97 (612.38)	1180.52 (811.14)
Other	456.40 (575.197)	194.01 (862.39)	212.02 (1142.31)
White [reference]			
Marital status			
Never married	-359.26 (449.12)	-267.28 (673.36)	-150.15 (891.92)
Divorced, separated, widowed	-466.41 (684.38)	-1211.76 (1026.10)	-1754.95 (1359.14)
Married [reference]			
Expectant parent at intake	-628.42** (269.67)	-871.06** (404.32)	-1234.92** (535.55)
Number of children	-63.23 (175.82)	-157.79 (263.60)	-414.89 (349.16)
Employed at intake	3656.94*** (326.87)	5,305.83*** (490.08)	6,828.47*** (649.15)
In school at intake	-436.32 (298.39)	-399.60 (447.38)	-325.66 (592.59)
YPD grantees			
Joint Orange-Chatham Community Action, Inc.	-1,734.25*** (604.203)	-2750.47*** (905.92)	-3,368.30*** (1,199.96)
Little Rock WIB	-1,162.43** (469.62)	-2317.48*** (704.10)	-3,455.82*** (932.64)

Characteristics and Grantees	Cumulative Earnings by Quarter 4 after RA	Cumulative Earnings by Quarter 6 after RA	Cumulative Earnings by Quarter 8 after RA
Characteristic	Estimate (Standard Error)	Estimate (Standard Error)	Estimate (Standard Error)
Center for Employment Opportunities	-3,102.31*** (570.37)	-5687.24*** (855.16)	-8,245.49*** (1,132.72)
Good Samaritan Community Services	-3,192.63*** (633.15)	-4743.79*** (949.28)	-6,376.18*** (1,257.40)
Lancaster County WIB	-573.34 (495.72)	-1606.55** (743.23)	-2,786.62*** (984.46)
Human Resources Development Foundation	-1,633.06*** (547.53)	-3322.68*** (820.91)	-4,946.30*** (1,087.36)
Center Foundation	-3,278.90*** (660.62)	-5326.40*** (990.46)	-7,061.67*** (1,311.94)
Every Woman's Place, Inc.	-1,840.92*** (533.12)	-2961.60*** (799.30)	-4249.50*** (1,058.74)
Brighton Center, Inc.	-2,267.65 *** (593.03)	-3510.41*** (889.13)	-4,378.86*** (1,177.72)
Youth Co-Op., Inc.	-2,691.40*** (464.95)	-4136.24*** (697.10)	-5,691.26 *** (923.36)
Occupational Therapy Training Program	-2,468.27*** (594.44)	-4258.45*** (891.24)	-6,552.16*** (1,180.52)
City and County of Honolulu WIB	-3,335.34*** (655.40)	-5151.28*** (982.63)	-7,255.06*** (1,301.57)
Employer and Employment Services [reference]			
Number of observations used	1,886	1,886	1,886

Source: Authors' analysis of National Directory of New Hires data. N = 1,908.

Note: OLS regression model used to predict earnings. *<0.1; **<0.05; ***<0.01

Exploratory, Non-Experimental Analysis of the Impact of YPD on Cumulative Earnings by Age of YPD Participants at Intake.

The youngest YPD participants who received enhanced services – high school-age youth ages 16 and 17 at intake – seemed to benefit the most from YPD (see Exhibit 4-3). This group consistently experienced gains in cumulative earnings – \$894, \$1,262, and \$1,600 by quarters four, six, and eight after random assignment, respectively (results significant at the 0.05 level). In contrast, we found no measurable impact of YPD on cumulative earnings for youth ages 18 and older.

Exhibit 4-3: Impact of YPD on Cumulative Earnings at Quarters Four, Six, and Eight after Random Assignment, by Participant Age at Intake [Using Regression-Adjusted Means]

Cumulative Earnings	Number of Observations Used	Treatment Group	Treatment Group	Estimated Impact (\$)	P-Value
		Observed Mean (\$)	Estimated Mean without YPD, Regression-Adjusted (\$)		
Age 16-17 at Intake					
Quarter 4 after RA	329	2,070	1,176	894**	0.018
Quarter 6 after RA	329	3,561	2,299	1,262**	0.025
Quarter 8 after RA	329	5,246	3,646	1,600**	0.035
Age 18-19 at Intake					
Quarter 4 after RA	636	3,213	2,700	513	0.132
Quarter 6 after RA	636	5,223	4,649	574	0.258
Quarter 8 after RA	636	7,409	6,779	630	0.375
Age 20-21 at Intake					
Quarter 4 after RA	629	3,842	3,918	-76	0.898
Quarter 6 after RA	623	6,295	6,320	-25	0.986
Quarter 8 after RA	623	8,857	8,893	-36	0.981
Age 22-24 at Intake					
Quarter 4 after RA	298	4,006	3,536	470	0.509
Quarter 6 after RA	298	6,742	5,648	1,094	0.294
Quarter 8 after RA	298	8,931	7,640	1,291	0.318

Source: Authors' analysis of National Directory of New Hires data. N = 1,908.

Note: OLS regression analysis, controlling for characteristics of YPD participants collected at intake (sex, race/ethnicity, marital status, expectant parent status, number of children, and employment and school status) is used to assess statistical significance. *<0.1; **<0.05; ***<0.01

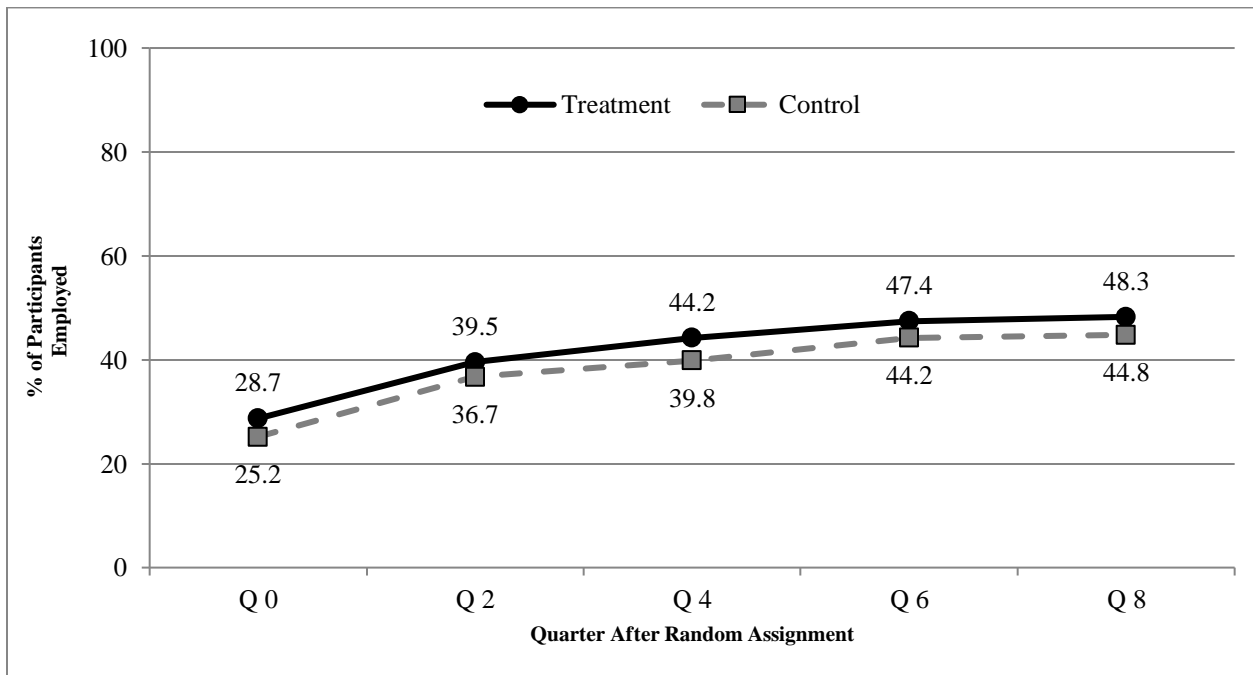
C. EXPLORATORY ANALYSES OF IMPACTS OF YPD ON EMPLOYMENT STATUS AND STABILITY

At intake (quarter zero), there were no measurable differences in employment status between the treatment and control groups,⁵⁸ as would be expected in a RCT: about one-quarter of the control and treatment groups (25.2 and 28.7 percent, respectively) were employed at intake (see Exhibit 4-4). Looking at unadjusted trends in employment status by quarter after random assignment, there was steady growth in the percentage of the treatment and control groups who

⁵⁸ Pearson's chi-square test used to assess statistical significance.

were employed through eight quarters after random assignment. At quarter eight (or two years) after random assignment, employment increased by 19.6 percentage points for both the treatment and control groups—48.3 percent of the treatment group was employed and 44.8 percent of the control group was employed.

Exhibit 4-4: Trends in Employment Status, by Treatment Status



Source: Authors’ analysis of National Directory of New Hires data. N = 1,908.

Employment Status Impacts. To account for potential observable differences between the treatment and control groups, and to improve precision, logistic regression models were used to estimate the counterfactual – the average predicted level of employment had no YPD enhanced services been received; this is referred to as the *adjusted mean*. Adjusted means were compared to the treatment group means to assess program impact. Exhibit 4-5 presents the estimated mean impacts using regression, and Exhibit 4-6 presents the results from the full logistic regression models.

At quarter two after random assignment, there was no measurable impact of YPD on employment.⁵⁹ Most likely, many study participants were still in program activities at that time. The impact of YPD on employment in quarter four after random assignment was a 4.2 percentage point gain (statistically significant at the 0.1 level). There were no measurable impacts of YPD on employment at quarters six and eight after random assignment. There was also no measurable impacts of YPD on employment stability within the eight-quarter observation window.

Exhibit 4-5: Estimated Impact of YPD on Employment Status at Quarters Two, Four, Six, and Eight after Random Assignment [Regression-Adjusted Means]

Employment Status	Number of Observations Used	Treatment Group	Treatment Group	Estimated Mean Impact (%)	P-Value
		Observed Mean (%)	Estimated Mean without YPD, Regression-Adjusted (%)		
Employed in Quarter 2 after RA	1,829	39.5	37.1	2.4	0.321
Employed in Quarter 4 after RA	1,878	44.2	40.0	4.2*	0.066
Employed in Quarter 6 after RA	1,858	47.4	44.8	2.6	0.277
Employed in Quarter 8 after RA	1,749	48.3	44.9	3.4	0.133
Ever Employed 4 Consecutive Quarters	1,851	36.6	34.0	2.6	0.268

Source: Authors' analysis of National Directory of New Hires data. N = 1,908.

Note: Logistic regression analysis, controlling for characteristics of YPD participants collected at intake (age, sex, race/ethnicity, marital status, expectant parent status, number of children, and employment and school status) as well as site fixed effects, is used to assess statistical significance. *<0.1; **<0.05; ***<0.01

⁵⁹ Preliminary analysis of self-reported employment status from the PTS showed a positive impact of YPD on employment status at the second quarter after random assignment as reported in a previous paper. Analysis of these differences in short-run employment outcomes using data from the PTS and the NDNH suggest that missing employment data in the PTS for the control group and differences between self-report and administratively reported employment data are the primary reasons for differences.

Exhibit 4-6: Estimated Impact of YPD on Employment Status at Quarters Two, Four, Six, and Eight Quarters after Random Assignment: Full Logistic Regression Model Results

Characteristics and Grantees	Employed in Quarter 2 after RA	Employed in Quarter 4 after RA	Employed in Quarter 6 after RA	Employed in Quarter 6 after RA	Employed 4 Consecutive Quarters by 8 Quarters after RA
Characteristic	Odds Ratio (Standard Error)	Odds Ratio (Standard Error)	Odds Ratio (Standard Error)	Odds Ratio (Standard Error)	Odds Ratio (Standard Error)
YPD	1.11 (0.103)	1.20 (0.099)	1.11 (0.097)	1.16 (0.101)	1.12 (0.105)
Female	0.81 (0.147)	1.19 (0.143)	1.04 (0.141)	1.00 (0.147)	0.98 (0.149)
Age					
16-17	0.72 (0.227)	0.69 (0.218)	0.54 (0.215)***	1.06 (0.225)	0.68 (0.231)**
18-19	0.79 (0.185)	1.00 (0.176)	0.68 (0.179)**	0.92 (0.188)	0.79 (0.187)
20-21	0.81 (0.175)	1.17 (0.167)	0.76 (0.171)	1.10 (0.180)	0.93 (0.178)
22-24 [reference]					
Race/Ethnicity					
Black	1.21 (0.187)	0.98 (0.179)	0.81 (0.177)	1.02 (0.184)	0.90 (0.188)
Hispanic	1.47 (0.202)*	1.18 (0.194)	1.01 (0.191)	1.45 (0.200)*	1.38 (0.204)
Other	1.27 (0.288)	1.20 (0.273)	0.85 (0.274)	2.36 (0.307)***	1.17 (0.286)
White [reference]					
Marital status					
Never married	0.89 (0.224)	1.04 (0.216)	1.03 (0.215)	1.90 (0.232)***	1.57 (0.244)*
Divorced, separated, widowed	0.74 (0.341)	0.74 (0.334)	0.59 (0.331)	0.94 (0.351)	1.00 (0.363)
Married [reference]					
Expectant parent at intake	0.49 (0.141)***	1.06 (0.129)	0.94 (0.128)	0.90 (0.133)	0.79 (0.140)*
Number of children	0.91 (0.090)	1.07 (0.084)	0.93 (0.083)	0.89 (0.087)	0.94 (0.090)
Employed at intake	2.84 (0.162)***	2.94 (0.159)***	1.94 (0.157)***	2.00 (0.165)***	2.63 (0.159)***
In school at intake	0.92 (0.148)	1.10 (0.143)	1.28 (0.141)*	1.08 (0.147)	1.22 (0.149)
YPD grantees					
Joint Orange-Chatham Community Action, Inc.	0.52 (0.286)**	0.49 (0.284)**	0.55 (0.280)**	0.78 (0.288)	0.47 (0.286)***
Little Rock WIB	0.95 (0.220)	0.56 (0.220)***	0.69 (0.218)*	0.78 (0.221)	0.61 (0.222)**
Center for Employment Opportunities	0.30 (0.288)***	0.28 (0.278)***	0.14 (0.296)***	0.17 (0.304)***	0.12 (0.314)***
Good Samaritan Community Services	0.38 (0.314)***	0.53 (0.301)**	0.74 (0.294)	0.53 (0.310)**	0.30 (0.319)***
Lancaster County WIB	1.37 (0.235)	0.86 (0.233)	0.70 (0.230)	0.42 (0.235)***	0.60 (0.236)**
Human Resources Development Foundation	0.91 (0.260)	0.56 (0.257)**	0.51 (0.254)***	0.45 (0.263)***	0.44 (0.265)***
Center Foundation	0.40 (0.362)**	0.24 (0.334)***	0.22 (0.334)***	0.36 (0.313)***	0.14 (0.381)
Every Woman's Place, Inc.	0.56 (0.260)**	0.46 (0.251)***	0.61 (0.247)**	0.95 (0.264)	0.35 (0.262)
Brighton Center, Inc.	0.78 (0.286)	0.51 (0.279)**	0.79 (0.276)	0.97 (0.283)	0.61 (0.283)*
Youth Co-Op., Inc.	0.26 (0.240)***	0.28 (0.227)***	0.48 (0.217)***	0.32 (0.223)***	0.13 (0.257)***
Occupational Therapy Training Program	0.34 (0.301)***	0.21 (0.301)***	0.34 (0.282)***	0.20 (0.294)***	0.14 (0.321)***
City and County of Honolulu WIB	0.23 (0.336)***	0.31 (0.315)***	0.39 (0.316)***	0.35 (0.375)***	0.20 (0.332)***
Sample Size	1,829	1,878	1,858	1,749	1,851

Source: Authors' analysis of National Directory of New Hires data. N = 1,908.

Note: Logistic regression model used to predict employment status and assess statistical significance. *<0.1; **<0.05; ***<0.01

Exploratory, Non-Experimental Analysis of the Impact of YPD on Employment Status by Age of YPD Participants at Intake. The overall impact of YPD on employment status was limited; however, additional exploratory subgroup findings by age of YPD participants at intake suggest YPD was successful in improving several employment outcomes among school-age youth (those ages 16 and 17) two years after random assignment (see Exhibit 4-7).⁶⁰

The most pronounced results of YPD enhanced services on employment were found among the youngest age cohort – high school-age youth, ages 16 and 17 at intake. No measurable impacts were found in the second quarter after random assignment when many were still likely receiving services. During the fourth quarter after random assignment, however, employment status was 12.6 percentage points higher for school-age youth receiving YPD enhanced services (significant at the 0.05 level). Employment status continued to be higher among treatment group members two years after random assignment—by 8.7 percentage points (significant at the 0.10 level). Treatment group members also had more stable employment—results indicated an 11.7 percentage point mean impact of YPD on employment stability (significant at the 0.01 level).

Youth ages 18 and older entered YPD with higher employment rates than school-age youth, as would be expected; however, we generally do not find measurable impacts of YPD on employment or employment stability for older youth. Only one older age cohort – youth ages 20 and 21 at intake – shows a statistically significant positive estimated impact of YPD on employment within eight quarters of random assignment – a 6.7 percentage point gain over what their estimated employment rate would have been without YPD enhanced services (significant at

⁶⁰ Note that the models estimated that are stratified by YPD participant age at intake do not include grantee fixed effects, as these are correlated with the grantee.

the 0.10 level). There were no other measurable differences in employment status for youth ages 18 and older. Furthermore, no measurable impacts of YPD were found for youth ages 18 and older with respect to employment stability.

Exhibit 4-7: Impact of YPD on Employment Status at Quarters Two, Four, Six, and Eight after Random Assignment, by Participant Age at Intake [Regression-Adjusted Means]

Employment Status by Age at Intake	Number of Observations Used	Treatment Group	Treatment Group	Mean Estimated Impact (%)	P-Value
		Observed Mean (%)	Estimated Mean without YPD, Regression-Adjusted (%)		
Age 16-17 at Intake					
Employed in Quarter 2 after RA	321	30.7	26.5	4.2	0.391
Employed in Quarter 4 after RA	326	34.7	22.1	12.6**	0.011
Employed in Quarter 6 after RA	324	40.1	36.4	3.7	0.460
Employed in Quarter 8 after RA	310	48.1	39.4	8.7*	0.094
Ever Employed 4 Consecutive Quarters	323	29.5	17.8	11.7**	0.010
Age 18-19 at Intake					
Employed in Quarter 2 after RA	617	40.8	38.2	2.6	0.500
Employed in Quarter 4 after RA	635	45.9	41.5	4.4	0.278
Employed in Quarter 6 after RA	627	47.2	46.9	0.3	1.000
Employed in Quarter 8 after RA	598	45.4	46.6	-1.2	0.752
Ever Employed 4 Consecutive Quarters	627	36.8	35.6	1.2	0.796
Age 20-21 at Intake					
Employed in Quarter 2 after RA	607	41.8	40.9	0.9	0.822
Employed in Quarter 4 after RA	619	49.5	47.8	1.7	0.646
Employed in Quarter 6 after RA	617	51.1	46.2	4.9	0.237
Employed in Quarter 8 after RA	578	53.3	46.6	6.7*	0.086
Ever Employed 4 Consecutive Quarters	608	39.9	40.5	-0.6	0.863
Age 22-24 at Intake					
Employed in Quarter 2 after RA	284	41.9	40.7	1.2	0.930
Employed in Quarter 4 after RA	298	40.3	39.8	0.5	0.896
Employed in Quarter 6 after RA	290	48.3	43.2	5.1	0.426
Employed in Quarter 8 after RA	263	44.2	46.4	-2.2	0.827
Ever Employed 4 Consecutive Quarters	293	37.3	35.2	2.1	0.877

Source: Authors' analysis of National Directory of New Hires data. N = 1,908.

Notes: Logistic regression analysis, controlling for characteristics of YPD participants collected at intake (sex, race/ethnicity, marital status, expectant parent status, number of children, and employment and school status) is used to assess statistical significance.

*<0.1; **<0.05; ***<0.01

Exploratory Analysis of the Impact of YPD on Employment Status by Grantee.

Looking at the YPD grantees individually, there were several cases where statistically significant employment impacts were detected (see Exhibit 4-8). The YPD program implemented by three grantees (Brighton Center, Inc., City and County of Honolulu, and Lancaster County WIB) showed early estimated positive program impacts on participants' employment status. By eight quarters after random assignment, two of the three grantees showed statically significant positive impacts on employment status (City and County of Honolulu and Human Resource Development Foundation). Because the sample sizes among most grantees were small, caution should be taken in interpreting results at the grantee-level, and note the percentages reported in Exhibit 4-8 were not regression-adjusted, due to small sample sizes. Additionally, the process/implementation study did not provide evidence to support or explain why participants in these sites might have experienced statistically significantly positive impacts on participant employment status.

Exhibit 4-8: Estimated Impact of YPD on Employment at Quarters Two, Four, Six, and Eight after Random Assignment, by Grantee (%) [Using Unadjusted Means]

Employment Status	Number of Observations Used	Treatment Group (%)	Control Group (%)	Estimated Impact (%)	P-Value
Brighton Center, Inc.					
Employed in Quarter 2 after RA	112	47.3	38.6	8.7	0.354
Employed in Quarter 4 after RA	119	53.4	36.1	17.3*	0.058
Employed in Quarter 6 after RA	120	55.9	57.4	-1.5	0.873
Employed in Quarter 8 after RA	120	61.0	55.7	5.3	0.558
City and County of Honolulu					
Employed in Quarter 2 after RA	146	32.9	13.7	19.2***	0.008
Employed in Quarter 4 after RA	146	42.5	31.5	11.0	0.172
Employed in Quarter 6 after RA	125	42.9	33.9	9.0	0.303
Employed in Quarter 8 after RA	73	64.9	41.7	23.2**	0.049
Employment and Employer Services					
Employed in Quarter 2 after RA	191	47.2	58.8	-11.6	0.142
Employed in Quarter 4 after RA	191	65.2	58.8	6.4	0.368
Employed in Quarter 6 after RA	191	66.3	54.9	11.4	0.110
Employed in Quarter 8 after RA	191	64.0	60.8	3.2	0.643
Every Woman's Place					
Employed in Quarter 2 after RA	135	35.5	30.5	5.0	0.540
Employed in Quarter 4 after RA	137	45.5	43.3	2.2	0.804
Employed in Quarter 6 after RA	137	51.9	51.7	0.2	0.974
Employed in Quarter 8 after RA	117	55.4	67.3	-11.9	0.191
Good Samaritan Community Services					
Employed in Quarter 2 after RA	97	26.0	34.0	-8	0.388
Employed in Quarter 4 after RA	97	44.0	36.2	7.8	0.432
Employed in Quarter 6 after RA	97	50.0	51.1	-1.1	0.917
Employed in Quarter 8 after RA	90	55.1	48.8	6.3	0.550
Human Resource Development Foundation					
Employed in Quarter 2 after RA	170	43.9	39.8	4.1	0.586
Employed in Quarter 4 after RA	175	42.2	42.4	-0.2	0.976
Employed in Quarter 6 after RA	175	43.4	44.6	-1.2	0.874
Employed in Quarter 8 after RA	166	50.0	29.5	20.5***	0.008
Joint Orange-Chatham Community Action, Inc.					
Employed in Quarter 2 after RA	83	34.1	51.3	-17.2	0.116
Employed in Quarter 4 after RA	83	43.2	51.3	-8.1	0.461
Employed in Quarter 6 after RA	83	47.7	56.4	-8.7	0.430
Employed in Quarter 8 after RA	80	55.8	59.5	-3.7	0.742
Lancaster County WIB					
Employed in Quarter 2 after RA	185	60.2	53.7	6.5	0.372
Employed in Quarter 4 after RA	187	62.7	49.4	13.3*	0.068
Employed in Quarter 6 after RA	187	53.9	50.6	3.3	0.650
Employed in Quarter 8 after RA	187	43.1	45.9	-2.8	0.707
Little Rock WIB					
Employed in Quarter 2 after RA	202	56.0	46.1	9.9	0.159
Employed in Quarter 4 after RA	203	48.0	50.5	-2.5	0.723

Employment Status	Number of Observations Used	Treatment Group (%)	Control Group (%)	Estimated Impact (%)	P-Value
Employed in Quarter 6 after RA	202	58.0	51.0	7.0	0.317
Employed in Quarter 8 after RA	202	58.0	53.9	4.1	0.560
Occupational Therapy Training Program					
Employed in Quarter 2 after RA	142	22.4	25.8	-3.4	0.637
Employed in Quarter 4 after RA	141	21.3	24.2	-2.9	0.681
Employed in Quarter 6 after RA	141	33.3	39.4	-6.1	0.455
Employed in Quarter 8 after RA	142	31.6	27.3	4.3	0.575
The Center for Employment Opportunities					
Employed in Quarter 2 after RA	144	32.8	28.6	4.2	0.580
Employed in Quarter 4 after RA	160	32.0	23.5	8.5	0.233
Employed in Quarter 6 after RA	158	23.0	17.9	5.1	0.426
Employed in Quarter 8 after RA	135	23.8	20.8	3.0	0.678
The Center Foundation					
Employed in Quarter 2 after RA	54	26.1	25.8	0.3	0.981
Employed in Quarter 4 after RA	65	24.1	33.3	-9.2	0.419
Employed in Quarter 6 after RA	65	34.5	19.4	15.1	0.175
Employed in Quarter 8 after RA	65	34.5	44.4	-9.9	0.416
Youth Co-Op, Inc.					
Employed in Quarter 2 after RA	190	24.5	19.6	4.9	0.414
Employed in Quarter 4 after RA	196	32.7	28.4	4.3	0.519
Employed in Quarter 6 after RA	198	42.2	40.6	1.6	0.827
Employed in Quarter 8 after RA	198	35.6	36.1	-0.5	0.949

Source: Authors' analysis of National Directory of New Hires data.

Note: Pearson's chi-square tests used to assess statistical significance. *<0.1; **<0.05; ***<0.01

D. EXPLORATORY ANALYSIS OF THE IMPACT OF YPD ON QUARTERLY EARNINGS

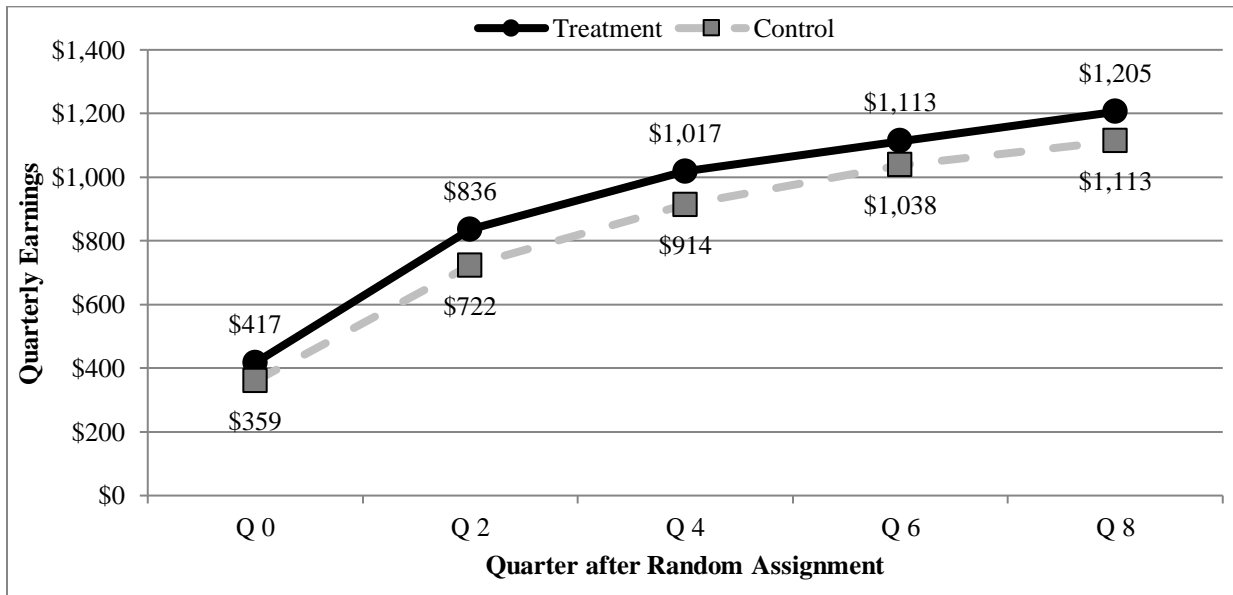
In quarter zero, the treatment and control groups had low earnings – \$417 and \$359 on average, respectively (the earnings difference was not statistically significant).^{61,62} There was an increase in average quarterly earnings between the quarter of random assignment (quarter zero) and quarter eight after random assignment for both the treatment and control group members. By quarter eight after random assignment, earnings increased threefold to \$1,205 and \$1,113 for the treatment and control groups, respectively (difference between treatment and control group

⁶¹ Two-tailed t-tests are used to assess statistical significance.

⁶² The average quarterly earnings presented in Exhibit 4-9 included YPD participants who were not employed and had no earnings. At intake, average quarterly earnings among earners were \$1,453 and 1,427 for the treatment and control groups, respectively.

average earnings at quarter eight was not statistically significant). Throughout the two-year observation window, average quarterly earnings for both the treatment and control group remained low (see Exhibit 4-9).

Exhibit 4-9: Trends in Quarterly Earnings, by Treatment Status



Source: Authors' analysis of National Directory of New Hires data. N = 1,908.

Exploratory Analysis of the Impact of YPD on Quarterly Earnings. To account for potential observable differences between the treatment and control groups, and to improve precision, parametric regression models (using OLS as the estimator) were used to estimate the counterfactual – the average predicted level of quarterly earnings had no YPD enhanced services been received (i.e., the adjusted mean). Results indicate that there were no measurable impacts of YPD on quarterly earnings at quarters two, four, six or eight after random assignment (see Exhibit 4-10 and Exhibit 4-11).

Exhibit 4-10: Impact of YPD on Quarterly Earnings at Quarters Two, Four, Six, and Eight after Random Assignment [Using Regression-Adjusted Means]

Quarterly Earnings	Number of Observations Used	Treatment Group	Treatment Group	Estimated Impact (\$)	P-Value
		Observed Mean (\$)	Estimated Mean without YPD, Regression-Adjusted (\$)		
Quarter 2 after RA	1,851	836	730	106	0.144
Quarter 4 after RA	1,900	1,017	917	100	0.176
Quarter 6 after RA	1,879	1,113	1,055	58	0.463
Quarter 8 after RA	1,766	1,205	1,122	83	0.276

Source: Authors' analysis of National Directory of New Hires data. N = 1,908.

Note: OLS regression analysis, controlling for characteristics of YPD participants collected at intake (age, sex, race/ethnicity, marital status, expectant parent status, number of children, and employment and school status) as well as site fixed effects, is used to assess statistical significance.

*<0.1; **<0.05; ***<0.01

Exhibit 4-11: Estimated Impact of YPD on Quarterly Earnings at Quarters Two, Four, Six, and Eight after Random Assignment: Full Regression Model

Characteristics and Grantees	Earning in Quarter 2 after RA	Earnings in Quarter 4 after RA	Earnings in Quarter 6 after RA	Earnings in Quarter 8 after RA
Characteristic	Estimate (Standard Error)	Estimate (Standard Error)	Estimate (Standard Error)	Estimate (Standard Error)
Intercept	1,956.62 (255.40)***	1,717.36 (272.62)***	2,345.27 (297.58)***	1,644.61 (316.52)***
YPD	98.75 (67.55)	97.46 (72.02)	57.66 (78.51)	91.18 (83.74)
Female	-285.98 (98.42)***	-28.88 (105.06)	-124.20 (114.79)	5.20 (122.89)
Age				
16-17	-410.25 (147.42)***	-399.68 (156.79)**	-520.08 (172.24)***	-204.87 (186.46)
18-19	-404.11 (121.91)***	-251.48 (129.25)*	-429.64 (142.47)***	-125.64 (154.42)
20-21	-247.80 (115.57)**	-68.08 (122.32)	-270.41 (134.66)**	80.10 (146.81)
22-24 [reference]				
Race/Ethnicity				
Black	-61.48 (124.75)	-126.89 (133.03)	-157.64 (144.54)	17.57 (154.11)
Hispanic	79.66 (134.30)	94.73 (143.29)	75.55 (155.91)	390.20 (166.11)**
Other	148.65 (189.39)	50.89 (201.68)	-93.31 (222.34)	244.67 (248.62)
White [reference]				
Marital status				
Never married	-146.97 (147.01)	-37.75 (158.16)	-29.72 (173.22)	144.90 (183.83)
Divorced, separated, widowed	-148.07 (224.64)	-213.22 (240.33)	-489.66 (262.87)*	-219.48 (278.53)
Married [reference]				
Expectant parent at intake	-307.72 (89.21)***	30.34 (94.62)	-186.85 (103.27)	-135.65 (110.45)
Number of children	-52.35 (58.39)***	32.34 (61.76)	-106.06 (67.04)	-153.29 (71.06)**
Employed at intake	989.16 (108.46)	857.05 (114.61)***	892.91 (125.16)***	742.26 (134.59)***
In school at intake	-178.14 (98.45)*	-13.82 (105.30)	34.01 (114.25)	6.01 (122.25)
YPD grantees				
Joint Orange-Chatham Community Action, Inc.	-551.08 (196.26)***	-605.61 (211.83)***	-629.59 (229.99)***	-76.76 (241.52)
Little Rock WIB	-304.13 (152.83)***	-541.76 (164.65)***	-617.10 (178.97)***	-553.19 (185.76)***

Characteristics and Grantees	Earning in Quarter 2 after RA	Earnings in Quarter 4 after RA	Earnings in Quarter 6 after RA	Earnings in Quarter 8 after RA
Characteristic	Estimate (Standard Error)	Estimate (Standard Error)	Estimate (Standard Error)	Estimate (Standard Error)
Center for Employment Opportunities	-895.74 (190.15)***	-1,031.17 (200.04)***	-1427.57 (218.41)***	-1319.06 (236.21)***
Good Samaritan Community Services	-885.16 (206.81)	-916.07 (222.68)***	-857.17 (241.37)***	-680.14 (260.31)***
Lancaster County WIB	-120.97 (162.01)	-336.68 (174.14)*	-563.87 (188.79)***	-615.07 (196.51)***
Human Resources Development Foundation	-405.69 (179.68)**	-698.77 (192.23)***	-869.41 (208.52)***	-725.15 (219.87)***
Center Foundation	-695.20 (230.43)***	-973.65 (231.63)***	-1262.65 (251.29)***	-828.03 (260.62)***
Every Woman's Place, Inc.	-474.00 (174.16)***	-654.95 (186.92)***	-589.40 (202.92)***	-369.14 (220.28)*
Brighton Center, Inc.	-732.26 (195.61)***	-638.21 (208.25)***	-553.94 (225.63)**	-342.99 (235.38)
Youth Co-Op., Inc.	-760.99 (152.54)	-940.73 (163.86)***	-718.38 (177.03)***	-883.38 (183.96)***
Occupational Therapy Training Program	-485.79 (193.69)***	-1,010.89 (208.90)***	-986.34 (226.76)***	-1252.31 (237.10)***
City and County of Honolulu WIB	-1033.18 (213.92)	-919.22 (229.82)***	-863.75 (256.20)***	-465.86 (309.23)
Employer and Employment Services [reference]				
Number of observations used	1,829	1,878	1,858	1,749

Source: Authors' analysis of National Directory of New Hires data. N = 1,908.

Note: OLS regression model used to predict earnings.

*<0.1; **<0.05; ***<0.01

Exploratory, Non-Experimental Analysis of the Impacts of YPD on Quarterly

Earnings by Age of Participants at Intake. There were few measurable impacts of YPD on quarterly earnings by age of participants at program intake (see Exhibit 4-12). For youth ages 16 and 17 at intake, quarterly earnings were \$311 higher for the treatment group than the control group in quarter four (significant at the 0.05 level); we found no measurable impacts on earnings in quarters six or eight. For youth ages 18 and 19 at intake, the estimated impact of YPD on quarterly earnings two quarters after random assignment was \$179 (significant at the 0.10 level). We found no other measurable impacts of YPD on quarterly earnings by age of youth at intake.

Exhibit 4-12: Impact of YPD on Quarterly Earnings at Quarters Two, Four, Six, and Eight after Random Assignment, by Participant Age at Intake
[Using Regression-Adjusted Means]

Quarterly Earnings	Number of Observations Used	Treatment Group	Treatment Group	Estimated Impact (\$)	P-Value
		Observed Mean (\$)	Estimated Mean without YPD, Regression-Adjusted (\$)		
Age 16-17 at Intake					
Quarter 2 after RA	321	527	355	172	0.232
Quarter 4 after RA	326	686	375	311**	0.030
Quarter 6 after RA	324	768	669	99	0.485
Quarter 8 after RA	310	922	828	94	0.530
Age 18-19 at Intake					
Quarter 2 after RA	617	798	619	179*	0.072
Quarter 4 after RA	635	955	902	53	0.667
Quarter 6 after RA	627	1,028	1,040	-12	0.912
Quarter 8 after RA	598	1,193	1,105	88	0.591
Age 20-21 at Intake					
Quarter 2 after RA	607	895	972	-77	0.583
Quarter 4 after RA	619	1,193	1,166	27	0.799
Quarter 6 after RA	617	1,274	1,197	77	0.571
Quarter 8 after RA	598	1,423	1,311	112	0.442
Age 22-24 at Intake					
Quarter 2 after RA	284	1,139	944	195	0.428
Quarter 4 after RA	298	1,147	1,013	134	0.553
Quarter 6 after RA	290	1,341	1,134	207	0.407
Quarter 8 after RA	263	1,104	1,088	16	0.805

Source: Authors' analysis of National Directory of New Hires data. N = 1,908.

Note: OLS regression analysis, controlling for characteristics of YPD participants collected at intake (sex, race/ethnicity, marital status, expectant parent status, number of children, and employment and school status) is used to assess statistical significance. *<0.1; **<0.05; ***<0.01

Exploratory Analysis of the Impacts of YPD on Quarterly Earnings by Grantee.

Several grantees exhibited statistically significant positive impacts of YPD on quarterly earnings (see Exhibit 4-13). Three grantees (Brighton Center, Inc., City and County of Honolulu, and The Center for Employment Opportunities) experienced early earnings gains among the treatment group, but the impacts diminished by quarters six and eight after random assignment and there were no measurable impacts. In contrast, later earnings gains – at eight quarters after random assignment – were found for the treatment group in two grantees (Human Resources Development Foundation and Joint Orange-Chatham Community Action, Inc.).

Exhibit 4-13: Estimated Impact of YPD on Quarterly Earnings at Quarters Two, Four, Six, and Eight after Random Assignment, by Grantee (%) [Using Unadjusted Means]

Earnings	Number of Observations Used	Treatment Group (\$)	Control Group (\$)	Estimated Impact (\$)	P-Value
Brighton Center, Inc.					
Earnings in Quarter 2 after RA	112	868	399	469**	0.049
Earnings in Quarter 4 after RA	119	1,369	777	592*	0.058
Earnings in Quarter 6 after RA	120	1,553	1,006	547	0.116
Earnings in Quarter 8 after RA	120	1,230	1,438	-208	0.537
City and County of Honolulu					
Earnings in Quarter 2 after RA	146	741	305	436**	0.028
Earnings in Quarter 4 after RA	146	1,084	674	410	0.104
Earnings in Quarter 6 after RA	125	1,002	1,045	-43	0.885
Earnings in Quarter 8 after RA	73	1,740	1,234	506	0.270
Employment and Employer Services					
Earnings in Quarter 2 after RA	191	1,074	1,463	-389	0.125
Earnings in Quarter 4 after RA	191	1,595	1,648	-53	0.846
Earnings in Quarter 6 after RA	191	1,840	1,680	160	0.604
Earnings in Quarter 8 after RA	191	1,823	1,806	17	0.957
Every Woman's Place					
Earnings in Quarter 2 after RA	135	717	759	-42	0.883
Earnings in Quarter 4 after RA	137	993	1,094	-101	0.736
Earnings in Quarter 6 after RA	137	1,090	1,338	-248	0.450
Earnings in Quarter 8 after RA	117	1,149	1,601	-452	0.159
Good Samaritan Community Services					
Earnings in Quarter 2 after RA	97	352	433	-81	0.629
Earnings in Quarter 4 after RA	97	645	636	9	0.969
Earnings in Quarter 6 after RA	97	915	883	32	0.919
Earnings in Quarter 8 after RA	90	1,422	1,011	411	0.327
Human Resource Development Foundation					

Earnings	Number of Observations Used	Treatment Group (\$)	Control Group (\$)	Estimated Impact (\$)	P-Value
Earnings in Quarter 2 after RA	170	757	738	19	0.936
Earnings in Quarter 4 after RA	175	953	742	211	0.344
Earnings in Quarter 6 after RA	175	939	755	184	0.414
Earnings in Quarter 8 after RA	166	1,275	528	747**	0.003
Joint Orange-Chatham Community Action, Inc.					
Earnings in Quarter 2 after RA	83	1,130	862	268	0.445
Earnings in Quarter 4 after RA	83	1,267	1,105	162	0.664
Earnings in Quarter 6 after RA	83	1,492	1,302	190	0.664
Earnings in Quarter 8 after RA	80	2,178	1,368	810*	0.084
Lancaster County WIB					
Earnings in Quarter 2 after RA	185	1,279	1,017	262	0.284
Earnings in Quarter 4 after RA	187	1,377	1,241	136	0.576
Earnings in Quarter 6 after RA	187	1,162	1,291	-129	0.624
Earnings in Quarter 8 after RA	187	1,177	1,288	-111	0.698
Little Rock WIB					
Earnings in Quarter 2 after RA	202	1,026	1,005	21	0.925
Earnings in Quarter 4 after RA	203	1,003	1,240	-237	0.338
Earnings in Quarter 6 after RA	202	1,186	1,212	-26	0.913
Earnings in Quarter 8 after RA	202	1,192	1,224	-32	0.890
Occupational Therapy Training Program					
Earnings in Quarter 2 after RA	142	519	487	32	0.892
Earnings in Quarter 4 after RA	141	440	521	-81	0.708
Earnings in Quarter 6 after RA	141	581	855	-274	0.260
Earnings in Quarter 8 after RA	142	531	681	-150	0.519
The Center for Employment Opportunities					
Earnings in Quarter 2 after RA	144	993	512	481*	0.092
Earnings in Quarter 4 after RA	160	922	465	457*	0.073
Earnings in Quarter 6 after RA	158	726	431	295	0.202
Earnings in Quarter 8 after RA	135	631	365	266	0.223
The Center Foundation					
Earnings in Quarter 2 after RA	54	387	405	-18	0.955
Earnings in Quarter 4 after RA	65	264	905	-641*	0.052
Earnings in Quarter 6 after RA	65	607	400	207	0.550
Earnings in Quarter 8 after RA	65	632	1,188	-556	0.168
Youth Co-Op, Inc.					
Earnings in Quarter 2 after RA	190	530	360	170	0.336
Earnings in Quarter 4 after RA	196	772	539	233	0.206
Earnings in Quarter 6 after RA	198	1,083	907	176	0.465
Earnings in Quarter 8 after RA	198	984	902	82	0.720

Source: Authors' analysis of National Directory of New Hires data. N = 1,908.

Note: Pearson's chi-square tests used to assess statistical significance. *<0.1; **<0.05; ***<0.01

E. EXPLORATORY ANALYSIS OF THE IMPACT OF YPD ON ANNUAL EARNINGS IN YEAR SIX

Using data on a subsample of 842 YPD participants with earnings data from the NDNH, we examined annual earnings in year six after random assignment. We did not find a measurable impact of YPD on annual earnings (see Exhibit 4-14).⁶³ The impact of YPD on earnings in year six was -\$39 (not statistically significant); the treatment group earned \$7,204 in year six, without YPD enhanced services, it is estimated that the treatment group would have earned \$7,243. Full regression results are displayed in Exhibit 4-15.

Exhibit 4-14: Impact of YPD on Annual Earnings in Year Six after Random Assignment [Using Regression-Adjusted Means]

Earnings	Number of Observations Used	Treatment Group	Treatment Group	Estimated Impact (\$)	P-Value
		Observed Mean (\$)	Estimated Mean without YPD, Regression-Adjusted (\$)		
Cumulative Earnings in Year 6	628	7,204	7,243	-39	0.351

Source: Authors’ analysis of National Directory of New Hires data. N = 842.

Note: OLS regression analysis of log annual earnings in year six after random assignment, controlling for characteristics of YPD participants collected at intake (age, sex, race/ethnicity, marital status, expectant parent status, number of children, and employment and school status) as well as site fixed effects, is used to assess statistical significance. *<0.1; **<0.05; ***<0.01

⁶³ Note that log earnings in year six was the outcome variable in this regression model. We utilized a log transformation to deal with non-normality of the error distribution. Regression results predicting earnings without transformation resulted in a negative impact of YPD on annual earnings in year 6 (-\$1,494).

Exhibit 4-15: Estimated Impact of YPD on the Log of Annual Earnings in Year Six after Random Assignment: Full Regression Model

Characteristics and Grantees	Earning in Year Six after RA		
Characteristic	Estimate	Standard Error	P-value
Intercept	9.52***	1.01	0.000
YPD	0.11	0.27	0.681
Female	0.80*	0.41	0.053
Age			
16-17	-1.64**	0.63	0.010
18-19	-0.85	0.53	0.108
20-21	-0.28	0.52	0.587
22-24 [reference]			
Race/Ethnicity			
Black	-0.05	0.51	0.914
Hispanic	-0.53	0.55	0.334
Other	-0.94	0.81	0.245
White [reference]			
Marital status			
Never married	-1.06*	0.55	0.054
Divorced, separated, widowed	-0.46	0.92	0.621
Married [reference]			
Expectant parent at intake	0.07	0.35	0.839
Number of children	-0.64***	0.23	0.006
Employed at intake	0.32	0.48	0.505
In school at intake	0.32	0.40	0.423
YPD grantees			
Joint Orange-Chatham Community Action, Inc.	-0.48	0.94	0.608
Little Rock WIB	-1.75***	0.59	0.003
Center for Employment Opportunities	-2.84***	0.83	0.001
Good Samaritan Community Services	-0.76	0.81	0.350
Lancaster County WIB	-0.90	0.59	0.130
Human Resources Development Foundation	-3.18***	0.70	0.000
Center Foundation	-1.86**	0.90	0.039
Every Woman's Place, Inc.	0.18	0.72	0.802
Brighton Center, Inc.	-2.12***	0.71	0.003
Youth Co-Op., Inc.	-0.67	0.53	0.203
Occupational Therapy Training Program	-0.80	0.80	0.315
City and County of Honolulu WIB	0.59	1.01	0.562
Employer and Employment Services [reference]			
Number of observations used		838	

Source: Authors' analysis of National Directory of New Hires data. N = 842.

Note: OLS regression model used to predict log earnings. *<0.1; **<0.05; ***<0.01

Exploratory Analysis of the Impact of YPD on Annual Earnings in Year Six after Random Assignment by Age of YPD Participants at Intake and Grantee. We examined the impact of YPD on annual earnings in year six (using unadjusted means due to limited sample sizes) by YPD participants’ age at intake into the program and by grantee. We found no measurable impacts of YPD on annual earnings in year six by age of participants (see Table 4-16). We found only one grantee with a significant impact of YPD on annual earnings in year six; the results indicated that treatment group earnings in year six were lower than control group earnings (see Table 4-17). Given the small sample sizes of these analysis—particularly the analyses by grantee—these results should be interpreted with caution.

Exhibit 4-16: Impact of YPD on Annual Earnings in Year Six after Random Assignment, by Participant Age at Intake [Using Unadjusted Means]

Earnings	Number of Observations Used	Treatment Group (\$)	Control Group (\$)	Estimated Impact (\$)	P-Value
Age 16-17 at Intake	150	7,198	9,822	-2,624	0.382
Age 18-19 at Intake	303	7,736	8,480	-744	0.522
Age 20-21 at Intake	291	9,187	11,055	-1,868	0.164
Age 22-24 at Intake	98	10,941	11,326	-385	0.889

Source: Authors’ analysis of National Directory of New Hires data. N = 842.

Note: OLS regression analysis, controlling for characteristics of YPD participants collected at intake (sex, race/ethnicity, marital status, expectant parent status, number of children, and employment and school status) is used to assess statistical significance. *<0.1; **<0.05; ***<0.01

Exhibit 4-15: Impact of YPD on Annual Earnings in Year Six after Random Assignment, by Grantee [Using Unadjusted Means]

Earnings	Number of Observations Used	Treatment Group (\$)	Control Group (\$)	Estimated Impact (\$)	P-Value
Joint Orange-Chatham Community Action, Inc.	84	3662	6622	-2960	0.146
Little Rock WIB	26	5225	7036	-1811	0.613
Center for Employment Opportunities	104	8133	11120	-2987	0.192
Good Samaritan Community Services	77	8107	7010	1097	0.617
Lancaster County WIB	48	11321	14203	-2882	0.549
Human Resources Development Foundation	32	12461	9467	2994	0.487
Center Foundation	49	5225	17968	-12743	0.122
Every Woman’s Place, Inc.	39	10439	4185	6255	0.112
Brighton Center, Inc.	70	8193	6495	1699	0.447
Youth Co-Op., Inc.	22	12078	7424	4654	0.336
Occupational Therapy Training Program	121	12063	11933	130	0.951
City and County of Honolulu WIB	119	7874	11325	-3451*	0.089
Employer and Employment Services	51	9279	8780	499	0.800

Source: Authors’ analysis of National Directory of New Hires data.

Notes: OLS regression analysis, controlling for characteristics of YPD participants collected at intake (sex, race/ethnicity, marital status, expectant parent status, number of children, and employment and school status) is used to assess statistical significance. *<0.1; **<0.05; ***<0.01

F. CONCLUSIONS AND LIMITATIONS

Using a rigorous randomized controlled trial design, this study sought to assess the impact of the YPD program on cumulative earnings of youth ages 16 through 24. Analysis of quarterly wage record data confirmed that YPD had a positive and measurable impact on the cumulative earnings of program participants through two years after random assignment. Exploratory analyses revealed that YPD also had a positive and measurable impact on employment, but only at one year after random assignment; no measurable employment impacts were found at two years after random assignment. YPD did not have a measurable impact on employment stability within the two-year observation window.

Exploratory subgroup analyses suggest that YPD was more successful for high school-age participants – those ages 16 and 17 at intake–than for other age groups and had no measurable impact on older youth two years after random assignment. The positive impacts of

YPD for high school-age youth, coupled with the lack of measurable impacts for youth ages 18 and older, suggests that the overall YPD findings may be driven by the impacts of YPD on youth ages 16 and 17. It could be that younger participants receiving YPD services, especially those focusing on employment, stayed connected to the workforce in the short run. Older participants may have been less focused on employment and more focused on school or parenting in the short run. The longer run earnings estimates show that there are no measurable impacts of YPD by age group, so the shorter-run differences may have not held over time or the longer-run differences may not be detectable due to limitations of the analysis.

While the YPD impacts on cumulative earnings are encouraging, the magnitudes of the effects are not large. For instance, at two years after random assignment, the cumulative earnings impact is \$677. Spread evenly over two-years, YPD results in \$28 in additional income per month that participants gain by participating in the program. In addition, when we examined annual earnings six years after random assignment for a subgroup of YPD participants for whom data were available, we found no measurable impact of YPD. While this subgroup analysis should be interpreted with caution, it may be that early earnings impacts of YPD fade with time, with the control group's earnings catching up to the treatment group's earnings. As is consistent with other studies (discussed in Chapter 5), these findings are similar to other evaluations where earnings fade over time, especially when programs are short (18 months or less) and continued support may not be provided to youth with many barriers to employment.

There are several key limitations of this study. First, data are not available to assess whether increases in cumulative earnings two years after random assignment are due to higher employment rates, more hours worked, or higher hourly wages. It could be that increases in average cumulative earnings were due to more youth in the treatment group working, or it could

mean that those in the treatment group were working more hours, or it could mean that they were making more per hour. In all likelihood, the increase in cumulative earnings is some combination of these possibilities.

Second, the YPD Round I and II grantees were given great latitude in determining what was to be enhanced (or bump-up) services received by the treatment group. Thus, the YPD treatments are unstandardized across grantees, and it is unclear which additional services were most effective, and small grantee sample sizes and variation in participant characteristics across sites (e.g., sex and age) hinder further exploration.

Third, control and treatment group members received a considerable dosage of base services, with the enhanced services perhaps only adding marginally to the services received by some (and perhaps many) treatment group members through the demonstration. A further complicating factor that may have narrowed the differences in employment and earnings outcomes between treatment and control group members is that outside of the YPD intervention, there was a range of other services available to both groups (e.g., provided in schools, through child support agencies and welfare offices, and through employment and training initiatives available at One-Stop Career Centers).

Fourth, the target population for the demonstration effort – at-risk expectant and parenting youth – can be challenging to initially engage and then retain in services. Both treatment and control group members often did not receive the full dosage of available services; and in some cases, because of early attrition from the grantees' existing and YPD programs, some treatment and control group participants received little (or no) dosage of the base or enhanced services. According to grantee site administrators and data collected via the PTS, attrition and low-dosage of services substantially affected both treatment and control group

participants. For example, in some sites where the enhanced service for treatment group members was mentoring services, grantees found that it was often difficult to get participants to engage with the mentors in meaningful and sustained ways (e.g., some participants decided after one or several meetings they were not interested in mentoring and terminated their relationship with the mentor). Hence, lack of a substantial dosage of treatment group services may partially explain the lack of significant effect of treatment group services on YPD participants.

Lastly, the enhanced services provided to treatment group members may have helped participants in other ways that are not reflected in improved employment and earnings (and which have not yet been assessed under the evaluation). For example, enhanced services (such as mentoring) may have helped participants to stay in school or seek additional education and training, which may be reflected at a later date in increased employment and earnings.

Additionally, it is possible that involvement in YPD programs may have had an effect on stabilizing behaviors of participants, such as delaying future pregnancies and enhancing relationships with partners and children. The chapter that follows provides additional context and draws out key implications of the impact findings in this chapter and the implementation findings presented in earlier chapters of this report.

CHAPTER 5: STUDY CONCLUSIONS AND IMPLICATIONS

A randomized controlled trial (RCT) design was employed in this study to rigorously evaluate the impact of YPD services on employment and earnings outcomes. A RCT (sometimes referred to as the “gold standard” for rigorous evaluation of intervention impacts) allows for direct comparison of treatment and control group outcomes. With adequate sample size, the treatment and control groups are generally assured of being similar on all characteristics that might affect the outcomes of interest. Program impacts can be measured by subtracting the control group mean outcome from the treatment group mean outcome in an analysis of variance framework; we use multivariate regression to further improve impact estimates by controlling for demographic characteristics of YPD participants at baseline. This chapter places research findings from the YPD impact and implementation evaluation study components into the broader context of experimental impact results from earlier studies of initiatives targeting at-risk youth, as well as draws implications of key findings from this research study. This chapter addresses the last of the eight key study questions.

Question #8: How did YPD impact results compare to results in past experimental studies targeting at-risk youth and young parents? Based on YPD net impact and implementation study results what are the most effective strategies for delivery of services to improve employment, education, and other outcomes for at-risk parents? Are there specific strategies that should be adopted to meet the needs of specific subpopulations of youth? Are there some strategies or subgroups for which the intervention appears ineffective? Are there ways that future interventions for at-risk parenting youth can be improved based on YPD evaluation findings?

This report presented employment-related impacts of the enhanced services provided to the treatment group by the Rounds I and II grantees. The impact analysis provided estimates of the overall impacts of the YPD intervention on employment status and earnings for YPD treatment and control group participants at two years after random assignment across all grantees, as well as exploratory findings by grantee and selected subgroups. An additional

exploratory analysis assessed the earnings impacts for a subset of YPD participants (with data available for slightly over 40 percent of Round I and II participants) to determine if cumulative earnings impacts detected during the first two years after random assignment persisted into the sixth year after random assignment. This report also documented the implementation of these grants – highlighting both the successes and challenges – and describes the characteristics of and services received by the parenting or expectant young women and men who participated in the YPD programs.

Understanding the YPD Rounds I/II Impact Findings within the Context of At-Risk Youth and Mentoring Literature. As discussed in Chapter 1, past experimental evaluations of initiatives to assist disadvantaged, at-risk youth improve their education, employment, and long-term self-sufficiency have had mixed results. In undertaking this demonstration effort, DOL sought to build upon and extend research findings from past evaluations of a considerable range of at-risk youth employment and parenting initiatives, such as those conducted of the Teenage Parent Demonstration, the ChalleNge initiative, Job Corps, the Big Brothers Big Sisters Program, Career Academies, Parents' Fair Share, and Partners for Fragile Families.⁶⁴ As noted earlier, a common goal of these earlier initiatives was to provide intervention services aimed at keeping youth in school and reducing the likelihood of dropping out of school before attaining a high school diploma (or GED/HSED), helping youth attain additional educational degrees and other certifications/credentials, improving job readiness and job search skills, reducing at-risk behaviors (that lead to arrests, incarceration, and contribute to job and earnings loss), and improving long-term earnings and self-sufficiency. With initiatives targeting at-risk young parents, there has been an added emphasis in designing intervention services to enhance parenting skills, connecting young parents to supportive services (e.g., transportation, housing,

⁶⁴ See Chapter 1 for highlights of key results for these experimental studies.

and childcare assistance), providing case management (and in some instances, peer support and mentoring), and, in some cases (such as initiatives targeting young parenting men), increasing potential and actual child support payments.

As noted earlier, the effectiveness of programs targeting at-risk youth have varied substantially, with intervention-driven impacts often fading over time. For example, Mathematica Policy Research's evaluation of the Job Corps program (an intensive long-term residential program providing education, job training, and life skills to severely disadvantaged youth) found that the Job Corps intervention improved average weekly earnings at two years after random assignment by 11 percent, but that such earnings gains faded and disappeared by five years after random assignment (Schochet, et al., 2000 and 2006). The Kisker et al. (1998) study of the Teenage Parent Demonstration for teen mothers found that demonstration services increased school attendance, job training completion, and employment initially, but effects quickly faded after program completion. Experimental studies of mentoring programs have suggested that mentoring for youth can contribute to the likelihood that youth will complete high school and attend institutions of higher education, as well as reduce the likelihood that youth become or remain involved in criminal activity, or begin to abuse substances. For example, Grossman and Tierney's 1998 impact study of mentoring provided through BBBSP found that youth mentoring had positive impacts upon the educational experiences of participants, and at the conclusion of the 18-month mentoring intervention, the treatment group participants recorded roughly half as many days of school skipped as the control group. Rhodes et al.'s 2000 study of BBBSP's mentoring program concluded that mentoring services provided youth with support that resulted in significantly increased school attendance. Experimental studies of mentoring initiatives, however, have as yet not yielded rigorous impact estimates of effects of mentoring on

longer-term employment and earnings of parenting youth – a critical gap in the research that YPD was aimed at addressing.

Key Findings from the YPD Rounds I/II Implementation/Process Study. The implementation/process study provided qualitative information about the structure and content of program services, participant flow through activities, and perspectives of staff on the benefits of YPD program services for both treatment and control group members. This study component was particularly important in terms of identifying variation in base/existing services (for treatment and control group members) and the service enhancements (for treatment group members only). Program data confirm that YPD treatment group participants in each of the 13 demonstration sites received additional services. As detailed in Chapter 3, existing services and enhancements varied substantially across Rounds I and II grantees:

- **Base/Existing Services (Provided for both YPD Treatment and Control Group members).** A majority (11) of the 13 Rounds I and II YPD grantees operated programs that offered various education, training, and employment-focused activities as their existing services. In general, these activities were intended to help participants obtain the skills and credentials needed for jobs in demand in the local labor market, including: Adult Basic Education (ABE) instruction, General Education Development (GED) preparation, English as a Second Language (ESL) classes, tutoring, post-secondary education, life skills/job readiness training, occupational skills training, paid or unpaid internships, job shadowing, work experience/transitional employment, OJT, career counseling, job placement, job retention services, parenting instruction, and financial/budgeting instruction). The other two grantees (Little Rock WIB and The Center Foundation) operated programs that focused primarily on mentoring activities and/or parenting education as the existing services available to all of their YPD enrollees. Mentoring activities implemented by these two grantees assigned professional or volunteer mentors to YPD enrollees to provide them with life skills and ongoing support and guidance in meeting personal as well as educational and employment goals.
- **YPD Enhanced Services (Provided for Treatment Group Members Only).** YPD Rounds I and II grantees were provided substantial latitude in developing their own particular mix of enhanced services available only to members of the treatment group. Seven (7) grantees implemented interventions that offered specific education, training, and/or employment activities not available to members of the control group. The remaining six (6) YPD grantees chose to implement mentoring initiatives as an

enhancement to their existing education, training and employment services. In general, the goal of mentoring initiatives was to successfully link responsible mentors with the expectant or parenting youth so that they could develop a personal relationship in which the mentor provided ongoing guidance on development of life skills, as well as support and assistance in removing barriers to success and achieving personal, education, and employment goals.

Because of variation in both the base and enhanced services across the 13 grantee sites, it is not possible when pooling data across all grantee sites to attribute net employment and earnings impacts to a particular model or intervention.

In addition to specifics about how grantees structured their YPD interventions for treatment and control group members, the implementation study also identified implementation lessons learned, particularly with respect to challenges grantees encountered in recruiting and serving young at-risk parents:

- **Challenges in recruiting and enrolling eligible participants plagued many grantees.** Although a majority of grantees were able to successfully meet their enrollment goals, some struggled to identify and enroll members of the target population. Some grantees did not receive the number of referrals expected from community partner organizations. For those grantees that required enrollment in WIA Youth programs as a prerequisite for YPD participation, the lack of funding for an adequate number of WIA-funded slots for potentially eligible parenting and expectant youth presented a challenge. Other grantee organizations found that some members of the target population were not interested in the services being offered or did not feel they had time to participate, in light of other work, school, and family commitments. Some grantees discovered that their initial outreach and recruitment methods were not successful and were forced to rethink these efforts to more successfully engage participants. Initiatives serving disconnected and disadvantaged young parents need to carefully consider recruitment and referral strategies to carefully monitor enrollment patterns early on, not rely on or expect that referral sources will necessarily be able to meet earlier commitments, and be willing to rapidly adapt recruitment strategies accordingly.
- **Grantees struggled with significant attrition among both treatment and control group participants throughout their 18-month enrollment period.** Many YPD participants (both treatment and control group members) did not receive the full dosage of services available through the program. Grantee staff identified a number of explanations for the lack of retention among participants, including competing

work and family priorities, other time-consuming program requirements (e.g., meeting TANF work requirements), and lack of interest or belief in the value of YPD services. Immediate involvement of participants in program activities and services was cited by some grantees as a critical factor for successfully engaging participants in the program; grantees felt that a long delay between recruitment and random assignment and/or receipt of services led to the loss of some potential YPD participants.

- **Lack of adequate program funds for supportive services was an ongoing challenge for many grantees.** A number of grantees cited the need for additional resources for critical supportive services, such as transportation and childcare assistance, which would enable parenting youth to enroll and continue participation in program activities. This need was especially the case for grantees that were not WIA Youth program operators (and did not have access to those program resources for enrollees), but also for those grantees whose WIA Youth funds were exhausted. Disadvantaged, at-risk young parents have a variety of support services needs that can quickly become a challenge to continued participation. Coordination with other human service agencies and the ability to rapidly refer participants for additional support services can be critical to maintaining participation in programs such as YPD.
- **Programs targeting parenting and expectant youth must be flexible in both design of activities and service delivery.** Several grantees noted that staff must be willing to adjust and modify the structure and frequency of services to meet the needs and preferences of the target population. At one demonstration site, for example, mentoring facilitators chose to reduce the number of calls and/or contacts with treatment group participants when participants appeared overwhelmed. In other cases, facilitators abandoned the practice of having regularly scheduled appointments with YPD participants and instead adopted an open-door policy of availability as needed.

Key Findings from the YPD Rounds I/II Impact Study Component. The main impact findings of this experimental study – both confirmatory and exploratory analyses provided in Chapter 4 – addressed key evaluation questions set forth by DOL/ETA, with a particular focus on determining the extent to which there are statistically significant differences in employment and earnings for the treatment and control groups, how key outcomes vary across YPD grantee sites, and how net impacts vary by specific subpopulations (i.e., demographic characteristics).⁶⁵ The data sources used and types of impact analyses conducted as part of the

⁶⁵ See Chapter 1 for a list of the key evaluation questions set forth for this study and a logic model highlighting key features of YPD and expected short- and long-term participant outcomes.

YPD evaluation to address these questions are patterned after similar types of analyses conducted in earlier experimental evaluation studies (e.g., examining quarterly and cumulative earnings; examining how younger versus older youth are affected by the program; and exploring whether early impacts are maintained or dissipate over time).

The main finding of the impact analyses using quarterly UI wage record data was that the YPD intervention had a positive and statistically significant impact on the cumulative earnings of program participants through two years after random assignment, though this early earnings impact faded by the sixth year after random assignment. Cumulative earnings were \$384, \$567, and \$677 higher at quarters four, six and eight, respectively, for the treatment group than for the control group (results significant at the 0.10 level). When earnings impacts were estimated for specific quarters in the exploratory analyses – i.e., the second, fourth, sixth, and eighth quarters after random assignment – the estimated impacts were still positive, but were not statistically significant.⁶⁶ Though exploratory, analyses of annual earnings at six years after random assignment for a subset of Rounds I and II participants, for which wage records were available, suggested similar to Mathematica study results for Job Corps participants, that early earnings gains for the YPD treatment group at two years after random assignment disappeared by the sixth year after random assignment. Unfortunately, a continuous stream of earnings data was not available for Rounds I/II participants (as was the case for the first two years after random assignment), so it is not possible to determine when earnings for the treatment and control groups converged.⁶⁷

⁶⁶ With regard to employment, while the YPD interventions had a positive and statistically significant impact on whether a participant was employed during the fourth quarter after random assignment (result significant at the 0.10 level), by the eighth quarter after random assignment no employment impacts were found.

⁶⁷ Further, with a “snapshot” of earnings data only available for slightly more than 40 percent of the sample (note: see Chapter 4 for constraints) some caution is required in interpreting results at 6 years after random assignment.

Exploratory subgroup analyses of cumulative earnings through two years after random assignment suggested that YPD was successful for high school-age participants – those ages 16 and 17 at intake – and had little impact on older youth. In terms of earnings, this group of 16 and 17 year olds consistently saw gains in cumulative earnings – \$894, \$1,262, and \$1,600 for quarters four, six, and eight after random assignment, respectively (results significant at the 0.05 level). Quarterly earnings were also higher for the treatment group than the control group in quarters two, four, six, and eight; however, a statistically significant impact on quarterly earnings – \$311 – was only detected in the fourth quarter (significant at the 0.05 level). The findings for high school-age youth, coupled with the lack of statistically significant findings for youth ages 18 and older, suggested that the overall YPD findings may have been driven by the impact of YPD on youth ages 16 and 17; however, these results should be interpreted with caution as the subgroup analyses are exploratory.

Further, in exploratory impact results for YPD grantees individually, there were few cases where statistically significant employment and earnings impacts were detected through two years after random assignment. For example, three grantees – Brighton Center, Inc., City and County of Honolulu, and The Center for Employment Opportunities – had early earnings gains among the treatment group, but the impacts diminished by quarters six and eight after random assignment. In contrast, later earnings gains during the two years after random assignment – at eight quarters after random assignment – were found for the treatment group in two grantees – Human Resources Development Foundation and Joint Orange-Chatham Community Action, Inc. Because the sample sizes among grantees were small and results at the individual grantee level were not regression-adjusted due to small sample sizes, caution should be taken in interpreting results at the grantee-level at two years after random assignment. Additionally, the

process/implementation study did not provide evidence to support or explain why participants in these sites might have experienced statistically significant earnings gains. No earnings gains were found in year six after random assignment for the subset of YPD participants with earnings data.

While the confirmatory analysis showed significantly higher cumulative earnings for treatment group members over the 24-month period after random assignment, YPD impacts on employment rates and earnings, on a quarter-by-quarter basis, were generally small in magnitude and not statistically significant. Though exploratory, the analyses of annual earnings for the sixth year after random assignment for a subset of Round I and II participants indicated that cumulative earnings impacts through two years after random assignment faded over time. Additionally, with the exception of younger treatment group members, subgroup analyses (by age and at the site level) did not yield statistically significant differences between treatment and control groups on employment and earnings.⁶⁸

Discussion and Implications of YPD Rounds I/II Study Results. Taken together, the main findings from the impact and implementation studies suggest that the service enhancements provided by Round I/II YPD grantees led to increased cumulative earnings at two years after random assignment, but these earnings gains evaporated by the sixth year (and perhaps earlier). Though this overall finding should be approached with some caution, other experimental studies of programs serving at-risk youth such as the Teenage Parent Demonstration and Job Corps have shown that early employment and earnings impacts can evaporate over time. Further, as has been found in the Career Academy, Job Corps, and Parents' Fair Share experimental evaluations, employment and earnings impacts can be uneven across different types of participants: in the

⁶⁸ Subgroup analyses were not conducted by gender because males were concentrated in two of the sites and differences in outcomes by gender may have been to site characteristics rather than gender status.

case of YPD participants, exploratory analyses for the first two years after random assignment suggest that employment and earnings gains are greatest and concentrated among the youngest parents served (16 and 17 year olds) and that much of the net impact differences between treatment and control group outcomes (though two years after random assignment) may be accounted for by this group alone.

Perhaps because of small sample sizes at the individual YPD grantee level, for the most part, it was not possible to detect significant impact differences at the site level or to draw conclusions about how specific interventions may be linked with or explain participant outcomes. Because of the differential experimental research design (i.e., with both treatment and control group participants receiving considerable services) and substantial variation in the base and enhanced services implemented across the 13 sites, it was not possible to link the cumulative earnings gains at two years after random assignment to a specific intervention or set of program services/activities. The main conclusion that can be made is that the added services (and attention) they received from the YPD Rounds I/II grantees and partners contributed to short-term, cumulative improvements in earnings, which faded over time, with no statistically significant annual earning differences exhibited between the treatment and control groups the sixth year after random assignment. Several key implications and conclusions can be drawn from the YPD Rounds I and II grantee experiences and the impact findings.

First, it is important to observe that a more straightforward experimental test of the impacts of YPD services that does not employ a differential research design would be useful in the future. It is possible that at least some of the lack of impacts for YPD program participants stemmed from the differential experimental design for the demonstration, whereby treatment and control group members both received substantial base services, upon which

additional treatment group services were layered. During Rounds I and II, all participants received substantive educational, training, parenting, support and other services, which may have diluted the overall impacts of the added treatment group services, such as mentoring or additional education and training services. Additionally, the services provided as part of the base package of services could be hypothesized to have in some ways a more likely and direct effect on employment and educational outcomes than the added increment of mentoring or other services received by treatment group members. Hence, an experimental research design involving a control group receiving no services (versus the differential one tested in YPD) could provide a more definitive test of impacts of mentoring or other service interventions for at-risk parenting youth. It is possible that without the base services provided to control and treatment group members that there would have been more (and potentially statistically significant) differences detected in outcomes for the two groups.

Second, a serious and persistent challenge faced by grantees across the three rounds of YPD funding involved engaging treatment group participants in added services (such as mentoring) and keeping them engaged until they completed services and achieved their goals under the program. With regard to the grantees that tested mentoring as their enhanced services for treatment group members only, grantee staff (and utilization data collected for treatment group participants) indicated that a substantial portion of the treatment group members did not engage at all or did so only marginally with their mentors. Additionally, relatively few YPD participants and mentors sustained their mentoring relationships for the full 18 months originally envisioned under the demonstration. Even among those that did sustain a mentoring relationship, many treatment group participants still received what might be considered a relatively low dose of mentoring services. This lack of engagement (and in particular no, or low-

dosage mentoring), along with both treatment and control group members receiving substantial base services (in the form of education, employment, parenting, and support services) likely contributed to a lack of difference for treatment and control group members on education, employment and earnings, and other outcomes.

After the early implementation experiences of YPD Round I and II grantees, DOL/ETA made adjustments to focus the Round III grantees on testing mentoring as the enhanced service in the demonstration effort, as well as providing additional guidance on the nature and frequency of mentoring services to be provided to treatment group participants.

Third, in conducting the demonstration, DOL/ETA looked to fill a critical gap in the literature on employment and earnings effects of mentoring, examining both short (two years) and long (up to six years) impacts of mentoring services on young, at-risk, parents.

While employment and earnings are appropriate key outcome measures for many of the educational and employment and training-related services that were offered as part of YPD's base services package, a question that arises is whether employment and earnings should be the featured outcomes of interest in future studies of the effectiveness of mentoring services. As noted in the review of the literature, many past studies of mentoring effectiveness have focused primarily on often shorter-term outcomes in other areas than employment and earnings. For example, experimental studies of the Big Brothers/Big Sisters Program explored outcomes such as overall academic performance, grade point average (GPA), skipping school, unexcused absences, serious school infractions, classroom effort, teacher-student relationship quality, academic self-esteem, college expectations, substance use, self-worth, assertiveness, and relationships with parents/family peers (Heinrich and Holzer, 2011). Because youth initiative impacts have been shown in a number of studies to fade over time, it is important for future

studies of mentoring (and other interventions) to examine longer term outcomes for recipients across a broad range of outcomes (i.e. five years or longer).

Finally, larger sample sizes used in YPD Rounds I and II could potentially yield more definitive results in future studies with regard to impacts of mentoring. Rounds I and II grant requirements of randomly assigning a minimum of 100 participants (with no grantees randomly assigning more than 203 participants) meant that earnings differences had to be quite large between the treatment and control groups to be statistically detected at a grantee level.⁶⁹ Demanding larger sample sizes, however, can be challenging when conducting an experiment on a relatively narrow population such was the case with YPD (i.e., parenting and expectant at-risk youth, ages 16-24). Such increased sample sizes may be helpful in detecting and refining impact studies, though such increases in sample size for narrow target populations may result in only more densely-populated areas being able to be part of a demonstration effort or, as in the case of the YPD experiment, pooling of samples across sites. Depending on the nature of the intervention, the intensiveness of the intervention provided and anticipated effects on outcomes of interest, and whether a differential experimental research design is used, it is recommended that treatment and control groups sample sizes be well in excess of those required under YPD in future studies of interventions targeted on at-risk parenting youth.

⁶⁹ Recognizing that sample sizes for grantees were relatively small for an experimental study, DOL increased sample size requirements to 400 for the combined treatment and control group for Round III.

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**APPENDIX A: YPD PARTICIPANT TRACKING SYSTEM DATA COLLECTION
FORMS (ROUNDS I AND II GRANTEES)**

Young Parents Demonstration (YPD) Program Intake Form

Participant Identifiers and Characteristics

*First Name	*Last Name	*Birthday (MM/DD/YYYY) ____/____/____	*Social Security Number ____-____-____
Street Address		City	State _____ Zip Code _____
Home Phone (____) _____-_____		Work Phone (____) _____-_____	Cell or Other Phone (____) _____-_____
Email Address:	Gender <input type="checkbox"/> Male <input type="checkbox"/> Female	Pregnant or Expectant Parent? <input type="checkbox"/> Yes <input type="checkbox"/> No	If Expectant, Due Date (MM/DD/YYYY): ____/____/____
Ethnicity – Are you Hispanic/Latino? <input type="checkbox"/> Yes <input type="checkbox"/> No			
Race – Do you consider yourself to be one or more of the following (check all that apply): <input type="checkbox"/> White <input type="checkbox"/> Black/African American <input type="checkbox"/> American Indian/Alaska Native <input type="checkbox"/> Asian <input type="checkbox"/> Native Hawaiian or Other Pacific Islander			
Marital Status (Please Check One): <input type="checkbox"/> Married <input type="checkbox"/> Widowed <input type="checkbox"/> Divorced <input type="checkbox"/> Separated <input type="checkbox"/> Never Married			Number of Children: ____
*Is your spouse or partner also enrolled in this program? <input type="checkbox"/> Yes <input type="checkbox"/> No			
If yes, what is the name of your spouse or partner? _____			

Public Assistance Received

Current TANF Recipient: <input type="checkbox"/> Yes <input type="checkbox"/> No	Current SNAP Recipient (Food Stamps): <input type="checkbox"/> Yes <input type="checkbox"/> No
--	--

Employment Information

Employment Status at Program Entry (Please Check One) <input type="checkbox"/> Employed <input type="checkbox"/> Not Employed	If employed at program entry: Number of Hours Worked per Week: ____ Hourly Wage: \$ _____
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Education Information

School Status at Program Entry (Please check One) <input type="checkbox"/> Currently In School <input type="checkbox"/> Currently Not In School	Highest Level of Education Completed (Please Enter One) <input type="checkbox"/> No Education <input type="checkbox"/> Grade (<i>enter</i> 1 to 12) <input type="checkbox"/> Years of college/full-time technical/vocational school (<i>enter</i> 1 to 4) <input type="checkbox"/> Education beyond Bachelor's Degree
Degrees or Certificates Received (Please Check All That Apply) <input type="checkbox"/> Attained High School Diploma <input type="checkbox"/> Attained a GED or Equivalent <input type="checkbox"/> Attained Associates Diploma or Degree <input type="checkbox"/> Attained Other Post-Secondary Degree or Certification <input type="checkbox"/> Attained (4-year) Baccalaureate Degree	

Form Completed by (Staff Name/Initials): _____ Date: _____

Alternative Contact Information
Please List Three People Who Can Help Locate You

Alternative Contact 1

First Name	Last Name	Relationship to Participant	
Street Address	City	State	Zip Code
Home Phone () - - - - -	Work Phone () - - - - -	Cell or Other Phone () - - - - -	
Email			

Alternative Contact 2

First Name	Last Name	Relationship to Participant	
Street Address	City	State	Zip Code
Home Phone () - - - - -	Work Phone () - - - - -	Cell/Other Phone () - - - - -	
Email			

Alternative Contact 3

First Name	Last Name	Relationship to Participant	
Street Address	City	State	Zip Code
Home Phone () - - - - -	Work Phone () - - - - -	Cell/Other Phone () - - - - -	
Email			

Participant Identifiers and Characteristics

First Name: _____	Last Name: _____
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Services Received

<p>Educational Services: <input type="checkbox"/> Secondary Education (e.g., High School) <input type="checkbox"/> Post-Secondary Education (e.g., community college, college) <input type="checkbox"/> Adult Basic Education (ABE) <input type="checkbox"/> Pre-GED/GED <input type="checkbox"/> English as Second Language (ESL) <input type="checkbox"/> Tutoring <input type="checkbox"/> Study Skills Training <input type="checkbox"/> Drop-out Prevention <input type="checkbox"/> Other: _____</p> <p>Employment or Training Services: <input type="checkbox"/> On-the-Job Training/Employer Wage Subsidies – Completed? <input type="checkbox"/> Yes <input type="checkbox"/> No # of total hours: _____ Avg. hourly wage paid to participant: \$ _____ <input type="checkbox"/> Occupational Skills Training – Completed? <input type="checkbox"/> Yes <input type="checkbox"/> No # of total hours: _____ <input type="checkbox"/> Job Readiness/Life Skills Workshop(s)/Assistance – Completed? <input type="checkbox"/> Yes <input type="checkbox"/> No # of total hours: _____ <input type="checkbox"/> Work Experience/Internship/Transitional Job – Completed? <input type="checkbox"/> Yes <input type="checkbox"/> No # of total hours: _____ Paid? <input type="checkbox"/> Yes <input type="checkbox"/> No If paid, avg. hourly wage: \$ _____ <input type="checkbox"/> Job Development/Placement Services Was participant placed in a job? <input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Job Retention Services <input type="checkbox"/> Other: _____</p> <p>Parenting Services: <input type="checkbox"/> Parenting Workshops – Completed? <input type="checkbox"/> Yes <input type="checkbox"/> No # of total hours: _____ <input type="checkbox"/> Other: _____</p> <p>Mentoring Services: Received? <input type="checkbox"/> Yes <input type="checkbox"/> No # of total hours: _____ # of total contacts: _____</p>	<p>Monetary Payment/Incentives: Total Amount Received: \$ _____ Types and Amounts of Payments Received --</p> <table style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th style="text-align: left; border-bottom: 1px solid black;">#</th> <th style="text-align: left; border-bottom: 1px solid black;">Type of Payment (Circle)</th> <th style="text-align: left; border-bottom: 1px solid black;">Amount-\$</th> <th style="text-align: left; border-bottom: 1px solid black;">Code</th> </tr> </thead> <tbody> <tr><td>#1</td><td>SM ED JP JR Other</td><td>\$ _____</td><td>_____</td></tr> <tr><td>#2</td><td>SM ED JP JR Other</td><td>\$ _____</td><td>_____</td></tr> <tr><td>#3</td><td>SM ED JP JR Other</td><td>\$ _____</td><td>_____</td></tr> <tr><td>#4</td><td>SM ED JP JR Other</td><td>\$ _____</td><td>_____</td></tr> <tr><td>#5</td><td>SM ED JP JR Other</td><td>\$ _____</td><td>_____</td></tr> <tr><td>#6</td><td>SM ED JP JR Other</td><td>\$ _____</td><td>_____</td></tr> <tr><td>#7</td><td>SM ED JP JR Other</td><td>\$ _____</td><td>_____</td></tr> <tr><td>#8</td><td>SM ED JP JR Other</td><td>\$ _____</td><td>_____</td></tr> <tr><td>#9</td><td>SM ED JP JR Other</td><td>\$ _____</td><td>_____</td></tr> <tr><td>#10</td><td>SM ED JP JR Other</td><td>\$ _____</td><td>_____</td></tr> </tbody> </table> <p><i>Note: Circle type of payment/incentive as follows: SM = Service Milestone/Completion ED = Education Degree or Certification JP = Job Placement JR = Job Retention Other = Other Type of Incentive/Bonus Payment "Code" column optional to provide more detail on type of payment/incentive provided, if needed.</i></p>	#	Type of Payment (Circle)	Amount-\$	Code	#1	SM ED JP JR Other	\$ _____	_____	#2	SM ED JP JR Other	\$ _____	_____	#3	SM ED JP JR Other	\$ _____	_____	#4	SM ED JP JR Other	\$ _____	_____	#5	SM ED JP JR Other	\$ _____	_____	#6	SM ED JP JR Other	\$ _____	_____	#7	SM ED JP JR Other	\$ _____	_____	#8	SM ED JP JR Other	\$ _____	_____	#9	SM ED JP JR Other	\$ _____	_____	#10	SM ED JP JR Other	\$ _____	_____
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#9	SM ED JP JR Other	\$ _____	_____																																										
#10	SM ED JP JR Other	\$ _____	_____																																										

Outcome and Exit Information

<p>Degrees or Certificates Obtained During Participation (Check All That Apply): <input type="checkbox"/> Attained High School Diploma <input type="checkbox"/> Attained Associates Diploma or Degree <input type="checkbox"/> Attained a GED or Equivalent <input type="checkbox"/> Attained (4-year) Baccalaureate Degree <input type="checkbox"/> Attained Certificate of Attendance/Completion <input type="checkbox"/> Unknown <input type="checkbox"/> Attained Other Post-Secondary Degree or Certification</p>	
<p>Employment Status 6 Months After Random Assignment: <input type="checkbox"/> Employed <input type="checkbox"/> Not Employed <input type="checkbox"/> Unknown</p> <p>If employed at 6 Months After Random Assignment: # of hours worked per week: _____ Hourly Wage: \$ _____</p>	<p>Employment Status 12 Months After Random Assignment: <input type="checkbox"/> Employed <input type="checkbox"/> Not Employed <input type="checkbox"/> Unknown</p> <p>If employed at 12 Months After Random Assignment: # of hours worked per week: _____ Hourly Wage: \$ _____</p>
<p>Employment Status 18 Months After Random Assignment: <input type="checkbox"/> Employed <input type="checkbox"/> Not Employed <input type="checkbox"/> Unknown</p> <p>If employed at 18 Months After Random Assignment: # of hours worked per week: _____ Hourly Wage: \$ _____</p>	<p>Date of Exit (MM/DD/YY): ____/____/____</p> <p>Exit Reason (Check One): <input type="checkbox"/> Completed services <input type="checkbox"/> Dropped out before completing services</p>

Case Notes/Comments:

Form Completed by (Staff Name/Initials): _____ Date: _____

Agreement To Take Part In the Young Parents Demonstration Study

You are invited to take part in an important study of the services for young parents. The study is funded by the U.S. Department of Labor and will test how well our program works in helping young parents improve their skills and find and keep a job. A research organization called The Urban Institute is doing the study for the U.S. Department of labor.

We are trying some new approaches to help young parents. Young parents will be assigned to one of two different program models that we are running - either to a group that will receive Young Parents Demonstration program services in addition to regular services or to a group that will only receive the program's regular services. A process called "random assignment" is being used to make sure people are assigned to the two groups in a fair way. Because there are only limited slots in the new program, assigning people to the groups randomly ensures it is fair. Random assignment is like a lottery or picking names out of a hat. The decision about who goes to which group has nothing to do with personal traits like your age or race.

What does it mean to be in the study?

If you agree to be in the study, the Urban Institute will collect several kinds of data about you to help understand how well the services are working: (1) information about your participation in the program will be shared with the Urban Institute; (2) you may be contacted to answer questions about your education, work, family, and other topics (and you can refuse to answer any of the questions); and (3) the Urban Institute will use your Social Security Number to collect data about dates of employment and earnings.

The Urban Institute is strongly committed to keeping all of the study data private to the maximum extent allowed by the law. Any paper information that includes your name will be kept in a locked storage area, and any computer files with your name will be protected by a password. Your name will never appear in any public document produced as part of the study.

By participating in the study, you will help us and programs around the country learn about the best way to help young parents improve their skills and find jobs. You can refuse to answer any question that is asked, and you do not have to do anything to help the Urban Institute obtain the other data mentioned above.

Participation in the study is voluntary. You may withdraw from the study at any time. Refusing to be in the study or withdrawing from the study later will not affect your eligibility for any services here or elsewhere. If you withdraw, the Urban Institute may continue to use information that was collected about you during the period you were in the study. This agreement is effective from the date you sign it (shown below) until the end of the study.

Statement

I have read this form and agree to be in the Young Parents Demonstration study. I understand that I will be put into one of two groups - either a group that will receive Young Parents Demonstration program services or a group that will receive the Program's regular services. The group to which I am assigned will be picked at random. I know that my participation is voluntary, that the Urban Institute is strongly committed to keeping all of the study information private to the maximum extent allowed by the law, and that my name will never appear in any public document. I know that I can refuse to answer any questions in the study's interviews, or stop being in the study at any time without penalty. I understand that the Urban Institute will get information about me, as described above."

PRINT NAME OF STUDY PARTICIPANT

SIGNATURE OF STUDY PARTICIPANT

Date: _____

APPENDIX B: YPD SITE VISIT DISCUSSION GUIDE

YOUNG PARENTS DEMONSTRATION PROGRAM (YPDP) SITE VISIT INTERVIEW GUIDE

Introduction

I am (we are) researchers from the Urban Institute, a private, nonprofit research organization based in Washington, DC, which conducts policy-related research on a variety of social welfare and economic issues.

This project is being conducted by the Urban Institute under contract to the U.S. Department of Labor. Our visit here today is part of an evaluation of the implementation experiences of Young Parents Demonstration Program projects. A major aim of the evaluation is to identify lessons learned from your experiences in implementing the projects under this initiative. As part of this evaluation, we are conducting site visits to each of the four YPD sites. In conducting site visits to each of the project sites, we are talking to YPD project directors and staff, as well as partner organizations. We are here to learn about your service delivery model and understand how it was implemented under the YPD grant. Our aim is to learn from your experiences, not audit or judge your programs. The views you express will be kept confidential, and nothing we publish in this evaluation will identify you along with the statements you make to us.

Confidentiality Statement: Before beginning the interview, I (we) want to thank you for agreeing to participate in the study. I (we) know that you are busy and we will try to be as focused as possible. We have many questions and are going to talk to many different people, so please do not feel as though we expect you to be able to answer every question. And, we understand that your participation in this discussion is voluntary and you may choose to not answer questions you don't wish to.

In addition, before we start, I want to let you know that though we take notes at these interviews, information is never repeated with the name of the respondent. When we write our reports and discuss our findings, information from all interviews is compiled and presented so that no one person can be identified. We also ask that you refrain from sharing anything we discuss today with others to help us ensure your confidentiality and the confidentiality of others we are interviewing.

Do you have any questions before we begin? [Respond to questions and read Public Burden Statement listed below.]

Public Burden Statement

*According to the Paperwork Reduction Act of 1995, persons are not required to respond to this collection of information unless it displays a currently valid OMB control number and expiration date. Responding to this questionnaire is voluntary. Public reporting burden for this collection of information is estimated to average XX minutes per response, including time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing the collection of information. Send comments regarding this burden estimate to the U.S. Department of Labor, Employment and Training Administration, Office of Policy Development and Research, Room N5641, Attention: Michelle Ennis, 200 Constitution Avenue, NW, Washington, D.C. 20210. **Do NOT send the completed questionnaire to this address.***

A. GENERAL INFORMATION ON ORGANIZATION AND INTERVIEWEE

1. Before we begin, we'd like to get some general information on you and verify some information about your YPD grant.
 - a. Your YPD project name
 - b. Organization name
 - c. Contact information (address, telephone, fax, e-mail)
 - d. Website address

2. Obtain the following information on each respondent involved in the interview (note: request a business card from each interviewee):
 - a. Name
 - b. Organization
 - c. Contact information (address, telephone, e-mail)
 - d. Title
 - e. Position/role under YPD
 - f. How long the individual has been involved in YPD

3. Please provide background on your organization [note: obtain brochure/recent annual report on the organization]:
 - a. Type of organization
 - b. Organization' budget for most recently completed program year
 - c. Organization's major sources of funding (e.g., WIA, funding from federal/state/city agencies, foundations, private contributions, fee for service, etc.)
 - d. Organization's total # of paid staff: _____
 - e. When organization was established
 - f. Types of clients/customers served or targeted
 - g. Major programs/initiatives operating other than YPD – for each program (excluding YPD)
 - Name of program/initiative
 - Number and types of clients/customers served for most recently completed program year (unduplicated count)
 - Service area for program
 - Brief description of services provided
 - Whether the program is linked in anyway to YPD project
 - Whether program is being evaluated and type of evaluation
 - h. Other relevant features about the grantee organization that has affected the YPD program implementation/operations

B. BASIC GRANT INFO AND PROGRAM CONTEXT

1. Tell us quickly about the overall purpose of your YPD grant project. (We will get more information and details shortly)
2. Verify with the respondent the following background information about the YPD grant (obtained prior to the visit from the Urban Institute case file)
 - a. Original grant period: _____ to _____
 - b. Modified grant period (*Probably will not have modified grant period, but we should check*): _____ to _____
 - c. Your original YPD grant amount: \$ _____
 - d. Modified (and final) YPD grant amount (*Probably will not have modified grant amount, but should check*): \$ _____
 - e. Leveraged funds
(*Definition: cash or in-kind contributions leveraged from strategic partners including businesses, faith-based or YPD organizations, to broaden the impact of the grant-funded project. Leveraged resources were strongly encouraged in the YPD grant solicitation*)
(amount by source, if readily available):
 - f. Total project budget over the time period (with modifications, including leveraged amounts):
 - g. Number of YPD participants in bump-up/control groups – Goal and actual number assigned at time of the site visit
 - h. Date random assignment began
3. Under your YPD grant, does your institution/organization operate all grant-funded programs and activities or do you contract, have financial arrangements or have memoranda of understanding with others for some programs, activities, or other components?
 - a. What percentage of your YPD grant activities do you contract out to other organizations? What percentage do you operate?
 - b. How many and which organizations do you have a contract or other financial arrangements with to operate YPD grant activities?
 - c. For each contracted organization (note: request subcontract agreement)–
 - i. What is total amount of the subcontract
 - ii. What is the subcontractor's role
 - iii. Does subcontractor serve YPD control group, treatment group, or both
4. What geographic area is served by your YPD grant? Possibilities include:
 - a. Portion of a city/county
 - b. Single county
 - c. Multiple counties (within one state)
 - d. Other (regional effort)
5. What has been the economic environment in which your YPD project has operated?
 - a. Unemployment rate for area served (start of grant; at time of visit)
(*pull from BLS ahead of visit and confirm any trends*)
 - b. Availability of job openings in area served (generally and for particular population being served)
 - c. Wage rates in area served (generally and for particular population being served)

- d. Other local economic conditions that may have affected the project's ability to recruit and retain participants and training participants' ability to find employment (e.g., in- or out-migration of major employers, major layoffs, and natural disasters)

C. PROJECT OBJECTIVES AND START-UP

1. What are the main goals of your YPD initiative? Have these goals changed over the course of your project, and if so, how and why?
2. Have you modified the SOW (in your contract with the U.S. Department of Labor) during the course of the project? If so, how and why (e.g., difficulties recruiting participants, unwillingness/inability of partner to be part of initiative, change to time period or scope of work)? *(Grantees have probably not made any changes, but should check)*
3. How did your YPD project start-up and early implementation go (e.g., on-time, slow, etc.)?
 - a. What factors facilitated project start-up?
 - b. What factors hindered project start-up?
 - c. What organizations did you work most closely with during the design and start-up of your YPD grant?

D. OUTREACH, INTAKE AND ASSESSMENT [FOR YPD TRAINING]

1. Under your YPD grant, what types of youth are you specifically targeting? Possibilities include:
 - Youth (pre-high school)
 - Youth (high school)
 - Youth (out-of-school/dropout)
 - African Americans/Hispanics
 - Low-income/disadvantaged
 - Boys/Girls
2. How have you recruited participants? What methods have you used? Possibilities include:
 - Distribution of flyers, posters or other educational/informational
 - Informational websites
 - Toll-free informational hotlines
 - Outreach campaigns using media (e.g., TV, radio, newspaper, ads on buses/bus shelters)
 - Direct mail campaigns
 - Door-to-door outreach campaigns
 - In-person outreach presentations in the community (e.g., K-12 schools, neighborhood centers, libraries)
 - Word-of-mouth
3. Have you worked with any other organizations to get recruitments or referrals to your program? Possibilities include:
 - YPD partners
 - Educational institutions
 - Workforce system (One-Stops)
 - Community or faith-based organizations
 - Courts/correctional system

- Other
4. What has been the response of the targeted population to the initiative? How many participants have been enrolled in the treatment and control groups? When is the program likely to achieve its enrollment goals for the treatment and control groups?
 5. Have there been recruitment challenges? If so, what challenges have been encountered and how have each of these challenges been addressed? Please also describe any “best practices” that have been identified for recruitment. Some possible challenges include:
 - Had difficulty finding eligible participants
 - Many who applied did not meet program eligibility requirements
 - Some of the outreach strategies didn’t result in many applicants
 - Partner organizations did not provide enough referrals
 - Some applicants had difficulty getting to YPD facility
 - Didn’t have enough resources for recruitment
 - Changing economic or other conditions in the areas where recruiting
 - Other similar programs competing for the same pool of participants
 - Potential participants unwilling to consent to participation
 - Other, please specify.
 6. What incentives (if any) have been used to encourage participation and/or retention? Possible incentives include:
 - a. Financial aid
 - b. Work supports
 - c. Supportive services
 - d. Financial stipends for completion
 7. Who determines eligibility of individuals to participate in your YPD training programs, and what, if any, criteria are used to select among candidates recruited? (*ask for copies of any assessment materials*)

Possible assessment criteria includes:

- Be referred from other specific organizations or agencies
 - Attend an orientation session
 - Meet income requirements
 - Meet education level requirement (e.g., high school diploma)
 - Pass standardized skills assessment test (e.g., TABE, ABLE, BESI, WorkKeys)
 - Pass grantee’s own customized skills assessment test
 - Complete interview with program staff
 - Complete a program application
 - Other, please specify
8. How are the service needs of participants determined? Please take us briefly through the assessment process, noting any formal assessment tests that you use under the YPD grant (e.g., TABE, interest inventories, substance abuse screening).
 9. Is an individual service strategy or employment development plan created for each participant (*note: request a blank copy of the form used*)?

10. Has your program included a foundational skill development/remediation program component (e.g., adult basic education or GED preparation) prior to random assignment? How the foundational skill development piece fit in with your YPD program?
11. Please describe at what point individuals are randomly assigned to the bump-up or control group. Please discuss the process of random assignment (note: review flow chart on random assignment process from the Grantee Random Assignment Manual).

E. DESCRIPTION OF EXISTING PROGRAM (FOR CONTROL GROUP)

1. What specific employment, education, training, mentoring, and parenting services have been provided for YPD control group participants (as part of the existing services)? For each major service or program component, please describe:
 - Discuss specific services/activities participants receive
 - Who provides the service and where are services are provided?
2. Please briefly describe the typical way in which control group participants flow through the training program (i.e., from RA, through services, and to exit and during the 18-month follow-up period)? [Note: review flow chart provided as part of the Grantee Random Assignment Manual.]
3. What post-completion services do you provide control group participants in your training programs? Possibilities include:
 - a. Connections to job openings
 - b. Job search services
 - c. Job retention services
 - d. Work supports
4. Were any program components or service elements of the original program design for control participants discontinued? If yes, which ones and why?
5. Has the program faced any challenges in establishing/maintaining services for the control group? How have these challenges been addressed?

F. DESCRIPTION OF BUMP-UP PROGRAM (FOR TREATMENT GROUP)

1. What specific employment, education, training, mentoring, and parenting services have been provided for YPD control group participants (as part of the existing services)? For each major service or program component, please describe:
 - specific services/activities bump-up participants receive and how these services are distinctive from existing services
 - who provides the service and where services are provided?
 - if training pathway – How long does training last? What specific coursework is provided (note: request listing of courses/syllabus detailing coursework/topics covered)? When training is completed, do participants receive a degree or certification?
 - If mentoring pathway: Who provides mentoring services? What are the credentials of mentors (discuss variation)? How is match made between mentor and mentee? How

long does mentoring last (e.g., 6 months, year, etc.)? Is there variation in duration? How often does mentor meet in-person with participant (minimum, maximum, average)? What other types of contacts occur between mentor and mentee (telephone, email) and how often? What constitutes “completing” mentorship?

- If financial incentives pathway: discuss each specific type of financial incentive, such as milestone bonus payments, including amount of payment, what needs to be done to receive a payment, experiences to date with incentive payments (e.g., which incentives are participants achieving)
2. Please briefly describe the typical way in which bump-up group participants flow through the training program (i.e., from RA, through services, and to exit and during the 18-month follow-up period)? [Note: review flow chart provided as part of the Grantee Random Assignment Manual.]
 3. Has there been attrition of treatment group participants before bump-up services are completed? If yes, how many have dropped out and when has this occurred? How does attrition for the bump-up group compare to the control group? What are the specific reasons for attrition? Has the site taken any steps to reduce attrition and, if yes, what specific steps have been taken and have they been effective.
 4. What post-completion services do you provide bump-up group participants in your training programs? Possibilities include:
 - a. Connections to job openings
 - b. Job search services
 - c. Job retention services
 - d. Work supports
 5. Were any program components or service elements of the original bump-up program design for treatment group participants never implemented or discontinued? If yes, which ones and why?
 6. Has the program faced any challenges in establishing/maintaining services for the bump-up group participants? How have these challenges been addressed?

G. YPD PARTICIPANT CHARACTERISTICS AND EARLY OUTCOMES/ PERCEPTIONS OF IMPACTS

1. Review participant characteristics, services received, and, if available, early outcomes generated from the YPD Participant Tracking System (PTS).
2. Has the site had any problems/challenges with the PTS? If so, please discuss.
3. Is the PTS characteristics, services, and outcome data valid and reliable?
 - a. Does it accurately reflect number and types of clients served in the treatment and control groups? If not, why not? Discuss patterns observed in YPD participant characteristics.
 - b. Does it accurately reflect types of services received by the treatment and control groups? If not, why not? Discuss patterns observed in YPD services received.
 - c. Does it accurately reflect employment, earnings, and educational outcomes for the treatment and control groups? If not, why not? Discuss patterns observed in YPD services received.

4. Although it is still early, have you noticed any effects or “impacts” of the program (i.e., are there any noticeable differences between outcomes for treatment and control group participants)? If so, what are they and can you explain the differences you have observed?
5. Beside the employment and earnings outcomes maintained in the PTS, are there other important outcomes that you are tracking or think should be track for participants? If yes, please identify these other outcomes and discuss any findings to date on these other outcomes.
6. Overall, to date, what have been the greatest impacts of the YPD project on bump-up group participants? Possibilities include:
 - a. Employment
 - b. Self-sufficiency
 - c. Skill level
 - d. Self-esteem
7. Are there ways in which the program has so far fallen short of its goals for training or assisting participants? If yes, how?
8. Are there other approaches, strategies, or services that you believe would contribute to better outcomes for YPD program participants?

H. PROJECT MANAGEMENT AND STAFFING

1. Please describe your organizational structure and YPD project staffing (request organizational charts pertaining to the structure of the YPD grant)
 - Type and number of project staff
 - Any new hires for the YPD project
 - Employed vs. contracted staff and oversight
 - Location of staff
 - Experience and/or credentials
 - Frequency of turnover and recruitment process for new staff
 - Use of volunteers or interns
2. What kinds of training/staff development activities have been provided for program staff? Please describe the extent and types of training/staff development activities, including who has conducted the training. Are there areas in which you feel there should have been more staff development/training? If yes, what are those areas?
3. Has the technical assistance provided by the DOL and the technical assistance contractor contributed to effective project implementation? Please explain.

I. PROJECT COSTS/EXPENDITURES

1. What are the major ongoing costs/expenditures for the program (note: if available, collect line item budget and line item expenditure report, e.g., breaking down total expenditures under the YPD grant for items such as project staff, rent, equipment purchase or rental, subcontracts, etc.)?

2. How do the types of participants served affect costs? What types of participants are most/least costly to serve? [Note: if readily available, collect information on per-participant costs.]
3. What has been the pattern of grantee expenditures? Have expenditures been higher during certain phases of the project? Has the project been fully implemented and reached a “steady-state” level of expenditure?
4. What kinds of resources has your YPD project leveraged?
 - a. Cash
 - b. Equipment/facilities
 - c. Instructors
 - d. Paid training for employees
 - e. Internships

K. POST-GRANT PLANS/SUSTAINABILITY

1. Have you developed sustainability plans for the YPD program once federal funding is exhausted under the demonstration? If so, please describe these plans. Do you feel that your sustainability plan and leveraged resources are sufficient to sustain the activities of the grant after the completion of the grant?
2. What sources of funding are likely to be used to sustain the project or activities conducted under the YPD project?

L. PROJECT REPLICABILITY AND LESSONS LEARNED

1. To what extent do you think your program could be replicated in other localities?
2. What features of the YPD project are most amenable to replication?
3. What features of project are least amenable to replication? How does location, the target population served, or other distinctive features of your program make it either non-transferable or limit transferability?
4. To date, what do you consider your most important accomplishments under the YPD grant?
5. To date, what do you believe to be the main lessons learned from your YPD grant?

M. CHECKLIST OF ITEMS TO COLLECT FROM SITE (IF AVAILABLE)

- Background information about the locality
- Background information about the organization
- Additional documentation/reports detailing major services (especially training provided under the YPD grant)

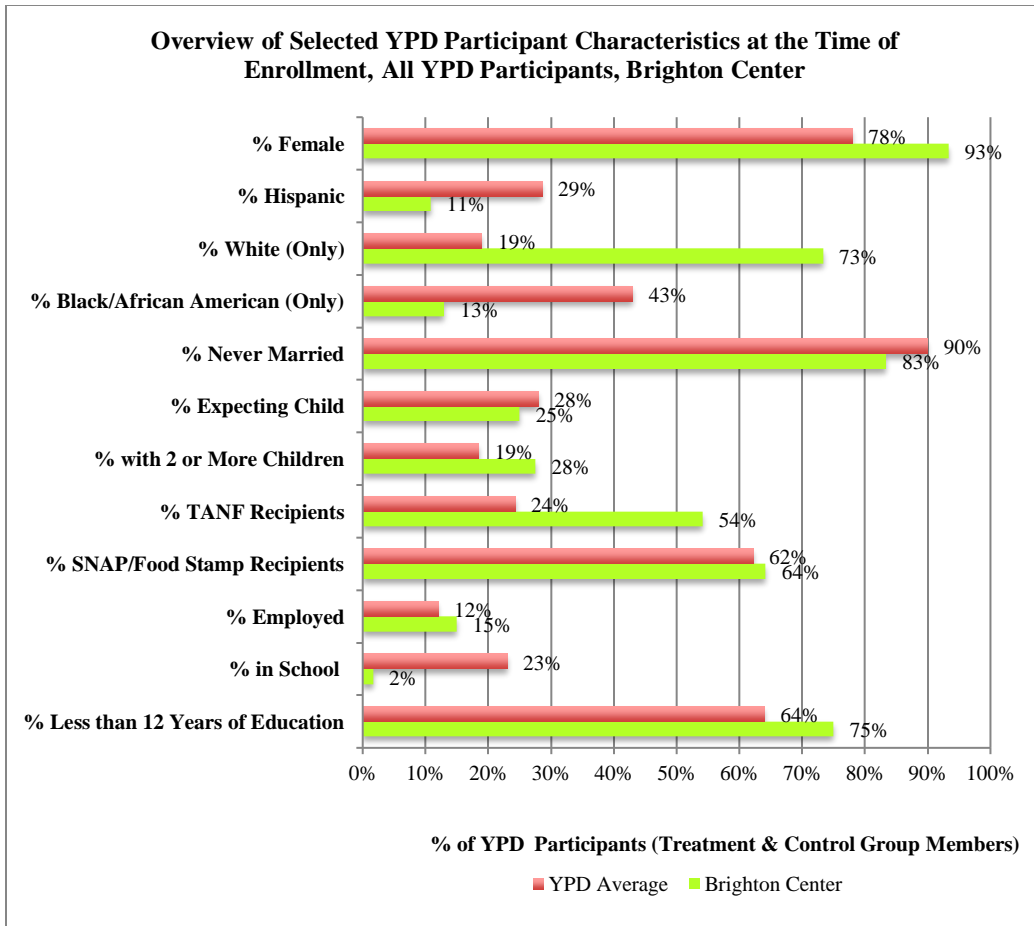
- Diagram showing how participants flow through the program
- Organizational chart for the program

APPENDIX C: YPD GRANTEE PROJECT SUMMARIES

**Young Parents Demonstration (YPD) Project Summary
The Brighton Center**

Grantee at a Glance	
Organization	The Brighton Center
YPD Program Name	Young Parents Demonstration (YPD) Project
Location	Newport, KY
Enhanced Services (for Treatment Group Only)	Professional mentoring to address personal development, educational support and career advising
Base Services (for Treatment and Control Groups)	Education, occupational training, job readiness/placement, support services, life skills, career counseling, and case management
Grant Period	07/1/2009–06/30/2012
Grant Award	\$555,877
Grantee Type	Non-profit (accredited post-secondary educational center)
Date of First Random Assignment	12/14/2009
# of Youth Randomly Assigned	123

The Brighton Center, located in Newport, Kentucky, serves low-income/disadvantaged individuals in the Cincinnati metropolitan area, and is a non-profit accredited post-secondary education organization. The organization offers a total of 38 programs addressing a broad range of educational, employment, training, and human service needs including: GED instruction (through the Step-Up Program), Medical Assistant and Microsoft Office Assistant certified training (through the CET program), a food pantry, a clothing closet, a youth homeless shelter, a transitional living program (for ages 18- to 21-years old), emergency assistance, and other supportive services. The grantee directly provided all YPD control and treatment group activities. The YPD treatment group intervention was provided by a professional services mentoring program, as an enhancement to existing occupational training services operated by the grantee. The Brighton Center's YPD program operated from a single location, the grantee's Newport, KY office. Brighton Center randomly assigned a total of 120 parenting and expectant youth to YPD treatment and control groups. As shown in the exhibit (below), in comparison to participants at all YPD sites, participants randomly assigned to the YPD treatment and control groups at the Brighton Center were more likely to be female, white, TANF recipients, and have less than 12 years of education; less likely to be Hispanic, black, and in-school at the time of random assignment.



Source: YPD Participant Tracking System

YPD Outreach and Recruitment

The Brighton Center promoted YPD along with all of its other programs through distribution of brochures/flyers, the organization’s website, and presentations to other providers within the community. Other programs operated by the Brighton Center referred considerable numbers of young parents to the YPD program for screening and eventual random assignment. For example, internal referral sources included the Brighton Center’s transitional housing program, Every Child Succeeds, and Homeward Bound (a 24-hour emergency shelter located in Covington, KY, providing a safe environment and residential treatment services for runaway, homeless, abused, neglected, and dependent youth). The Department of Community-Based Services, operating the TANF program, referred youth lacking high school diplomas to Brighton’s Step-Up program (which, in turn, served as a source for YPD referrals/enrollments). Additional referral sources included: Kentucky One-Stop Centers of the Greater Cincinnati Workforce Network (Brighton Center is an approved One-Stop operator), the correctional system (Brighton Center is a court-designated worksite for youth offenders with misdemeanors), and high schools/alternative schools. Over time, word-of-mouth proved to be among the most important referral sources for YPD, as Brighton Center CET and Step-Up participants were encouraged to refer family and friends meeting basic YPD requirements for intake, assessment, and random assignment into YPD.

YPD Base Services for Treatment and Control Groups

All treatment and control group members were first enrolled in either the Step-Up or the CET, both of which were administered by the Brighton Center.

The Step-Up Program. Brighton Center’s Step-Up Program was a self-paced GED preparation program that targeted out-of-school youth (ages 16 to 21) who did not have a high school diploma or GED. While Step-Up participants advanced at their own pace, classes were offered at varying levels for 4 weeks, after which participants had their progress assessed and re-evaluated against their educational and personal goals. The class schedule was then offered again through 4-week cycles throughout the year. Step-Up participants attended classes until they were ready to take and pass the GED test (often 4 to 6 months, but there was substantial variability across participants). Most participants attended classes about 10-15 hours a week. In addition, treatment and control group members attended other activities, such as life skills and job readiness workshops (see below), which increased time involved in the Step-Up program to 20 or more hours per week. GED preparation classes were offered in math, vocabulary, reading, social studies, and language. For example, YPD participants attending math classes would attend two classes each week (1½ hours each), with a math lab of 1½ hours following each class, for a total of 6 hours of instruction per week for four weeks. After the completion of the GED test, youth worked closely with Brighton Center staff to secure a job or to enroll in post-secondary education, which could include enrollment in Brighton Center’s CET training (see below). Contact was maintained with the YPD participant for at least a 12-month follow-up period to ensure continued success.

Center for Employment and Training (CET). CET was a self-paced employment and training program resulting in certification as a Medical Assistant or Microsoft Office Technician (MOT). Both of these CET training programs were competency-based, with competencies assessed through written, oral, or performance demonstration, with a minimum passing score (generally 70% or “pass” on a pass/fail measure). Treatment and control group members could be enrolled in either of these training programs (though only a portion of YPD participants were enrolled in these Brighton Center training programs).

- The *Medical Assistant (MA)* training program required completion of 1,070 hours of instruction and study, with CET participants completing the program in 8 to 12 months. A 4-week externship with a health care provider (e.g., nursing home) near the end of the CET program provided participants with clinical experience. The Brighton Center has an articulation agreement with Gateway Community College, allowing those who receive MA certification to be enrolled at the community college. Those enrolled at the community college, following completion of the MA program at the Brighton Center, need only complete one semester of classes at the community college (and meet core subjects requirements) to graduate with an associate’s degree.
- The *Microsoft Office Technician (MOT)* training program, a 6 to 8 months program, provided instruction in four Microsoft Office software programs: Word, Access, PowerPoint, and Excel. MOT training participants worked at their own pace, using an instructional book and tutorials for each of the software programs. An instructor was available to provide small group instruction and troubleshoot challenges. Participants received a certificate of completion when they achieved the required competencies of the MOT program. Following receipt of the certificate, YPD participants were encouraged to take the Microsoft Office Specialist test to receive Microsoft

accreditation. At the time YPD services ended, Brighton Center was in discussions with Gateway Community College concerning an articulation agreement (similar to the MA program) in which participants would be able to gain credit for completion of the MOT coursework and attend just one semester of study to gain an associate's degree.

Other Program Services. While they were attending Step-Up or CET programs, treatment and control group members also attended life skills classes, received case management, and as needed, could secure a range of other support services. CET and Step-Up participants were required to attend 100 hours of life skills classes, which provided information about how to improve participants' lives and better cope in the workplace. The life skills classes included discussions, presentations, movies, field trips, and hands-on activities. Some examples of workshops were the following: *Managing a Household*, *Job Ready*, and *Scrapbooking*. Case management services were provided to all youth for the duration of their enrollment in the CET and Step-Up programs. Contact was maintained with each participant for at least 12 months following the end of CET or Step-Up involvement to ensure continued success. In addition, Brighton Center had a Career Services Specialist, who provided individualized assistance on writing resumes, job search techniques, and finding a job. Finally, the Brighton Center was connected to a wide array of human services providers in the local area and, as needed, made referrals of CET and Step-Up participants for mental health care and health services; cash assistance and food stamps; education, training and job placement; parenting education; money management; and crisis intervention.

YPD Services Only Provided for the Treatment Groups

The Brighton Center's YPD enhancement for treatment group members provided intensive mentoring to address personal development, educational support, and career advising. The additional intensive mentoring services were provided to: (1) establish a realistic career plan and consider potential career pathways; (2) develop youths' professional identity (e.g., construct a resume and dress for success), and; (3) advance youths' decision-making skills so that they could effectively overcome personal and environmental challenges that may otherwise impede their ability to complete their GED and other training offered through the Brighton Center.

Participants were engaged in mentoring while completing GED preparation (as part of the Brighton Center's Step-Up program) or other training services (as part of the Brighton Center's CET (MA or MOT) training programs), both of which served as the YPD "existing services".

Assigning a Mentor to Treatment Group Participants and Early Activities. Participants were randomly assigned to the treatment (or control) group typically on the same day they entered YPD existing services (i.e., enrollment into Brighton Center's CET or Step-Up Programs). On the day of random assignment, youth assigned to the treatment group participated in a 30-minute "icebreaker" activity, which (for example) might involve tossing a beach ball with a variety of questions written on the beach ball (e.g., "what is your favorite color and why?") with treatment group member briefly answering the question that their thumb was closest to when they caught the ball. During the initial icebreaker activity, the Brighton Center staff member also provided new treatment group participants with an overview of the goals of mentoring and activities in which they were likely to be involved. Next, YPD treatment group participants were assigned to one of five YPD mentors during the next scheduled weekly staff meeting following random assignment. During this staff meeting, YPD supervisors and staff (including mentoring staff) discussed ongoing progress of each existing YPD participant, as well

as made assignments of new participants to one of the five mentors (i.e., professional staff hired by Brighton Center under its YPD grant to provide ongoing mentoring services for treatment group members only). During the weekly staff meeting, each new YPD treatment group participant was discussed—including personality, goals, interests, and temperament—and a group decision was made concerning the best match of a staff mentor with the participant. Once the assignment was made, the mentor immediately contacted the mentee and set up an initial one-on-one activity to begin the mentor/mentee relationship-building process. An early focus of staff mentors was on building trust usually either beginning with a lunch at a nearby restaurant or a one-on-one meeting at Brighton Center.

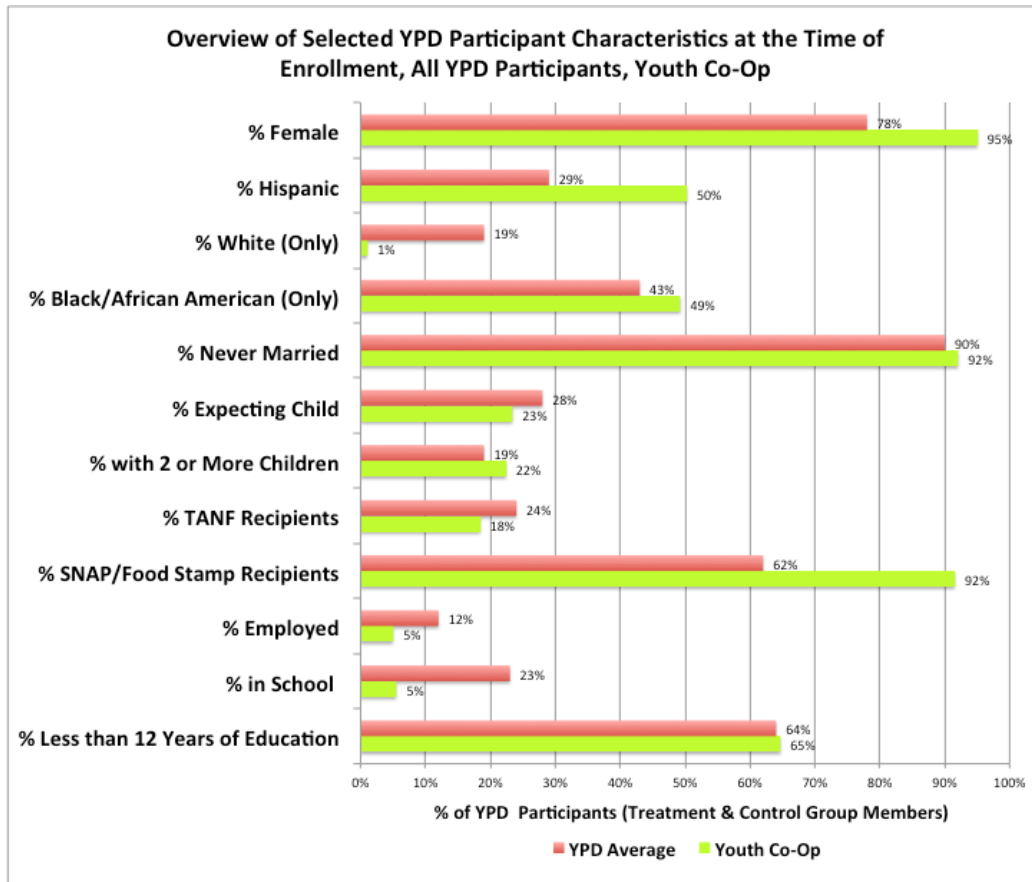
Ongoing Mentoring Relationships and Activities. Mentoring contacts and activities were tailored to the availability, interest, and needs of each mentee. Mentors scheduled a minimum of one substantive activity per month with each participant. Examples of activities included going to the local aquarium, having lunch, or going for a walk. Mentors encouraged participants to complete occupational and educational activities, including work-site or post-secondary education visits, job shadowing experiences or career interviews with a professional in a field of interest, volunteer experiences, and mock job interviews. The five mentors circulated throughout Brighton Center’s office space where training activities occurred, often running into and talking with treatment group participants/assigned mentees to see how they were doing in STEP or CET classes, as well as to schedule future mentoring activities. Mentors and mentees had individual mailboxes at the Brighton Center where they could leave written messages for one another. Mentors and mentees also often contacted each another by telephone, text message, or over the Internet via e-mails. Treatment group participants were involved in intensive mentoring and follow-up mentoring for 16 to 20 months. The goal for each mentor was to engage mentees in intensive mentoring for an average of 12 hours each month. This was a rough guideline, however, and there was considerable variation across mentees.

Mentoring Approach and Training of Mentors. The Brighton Center’s mentoring approach was based on a curriculum entitled, *The Elements of Effective Practice*, which was developed in 1990, and updated in 2003, by a national panel of experts brought together by the National Mentoring Partnership and United Way. The Brighton Center utilized worksheets and hands-on exercises, based on best practices identified in this curriculum, which consisted of training in the following domains: *Assessing Readiness to Become a Mentor*, *Establishing a Mentoring Relationship*, *Setting Appropriate Goals*, *Monitoring Progress and Achievement*, *Avoiding Common Pitfalls*, and *Bringing the Relationship to a Natural Conclusion*. In addition, when developing its mentoring approach and training modules for mentors, the Brighton Center utilized the *Mentoring Guide*, published by the National Resource Center for Youth Services. In planning mentoring activities and structure, the Brighton Center’s administrators and mentoring staff also consulted the website www.mentoring.org for mentoring strategies.

Young Parents Demonstration (YPD) Project Summary
Youth Co-Op, Inc.

Grantee at a Glance	
Organization	Youth Co-Op, Inc.
YPD Program Name	Young Parents Demonstration (YPD) Program
Location	Miami and Homestead, Florida
Enhanced Services (for Treatment Group Only)	Professional mentoring on program and personal issues 40-hour life/parenting skills workshop
Base Services (for Treatment and Control Groups)	Education, occupational training, job readiness/placement, life skills, support services, career counseling, and case management
Grant Period	07/01/09-12/31/12
Grant Award	\$999,500
Grantee Type	Non-profit (accredited post-secondary educational center)
Date of First Random Assignment	12/14/2009
# of Youth Randomly Assigned	201

Youth Co-Op, Inc. is a non-profit organization that operates the Miami-Dade Out-of-School Youth (WIA Youth) Program, as well as a broad range of other youth, workforce, and refugee programs for low-income/disadvantaged individuals and families in South Florida. Youth Co-Op was awarded a grant to implement the YPD initiative in two One-Stop Career Centers (i.e., American Job Centers). The centers are located in urban communities, including the Little Havana Career Center that primarily serves Hispanic clients in the Miami area and Homestead Career Center that primarily serves African-American clients. The grantee directly provided all YPD services and activities for treatment and control group members at the One-Stop Career Centers, with the exception of the Life/Parenting Skills class, which was contracted out to Miami-Dade College and conducted by their staff at two campuses. The YPD treatment group intervention was a two-pronged, intensive mentoring services program, provided as an enhancement to the existing WIA youth program’s educational and occupational skills training services available to all participants. Youth Co-Op randomly assigned a total of 201 parenting and expectant youth to YPD treatment and control groups. As shown in the exhibit (below), in comparison to participants at all YPD sites, participants randomly assigned to the YPD treatment and control groups at the Youth Co-Op were more likely to be female, Hispanic, and SNAP recipients; less likely to be white and in-school at the time of random assignment. Prior to enrollment in the YPD Program, all participants were required to be eligible for and enrolled in the Youth Co-Op’s Out-of-School Youth (WIA youth) program.



Source: YPD Participant Tracking System.

YPD Outreach and Recruitment

YPD team members used a variety of recruitment strategies to identify eligible participants for the program. Flyers were distributed in public locations including churches, faith-based centers, and other community sites. Staff made numerous presentations to teachers and school counselors, youth attending resource fairs, and staff at social services agencies that serve youth (e.g., foster care agencies). Staff also conducted direct door-to-door outreach. In addition, staff shared YPD program information through social media outlets, such as Facebook and MySpace, press releases, and community-resource TV spots. The YPD team received referrals from staff with other community services providers, including the other youth programs housed at the One-Stop Career Centers. Overall, grantee administrators and staff agreed that the main source of referrals was word-of-mouth, as participants shared information about the program with family members and friends. The grantee struggled with recruitment of participants during the first year of program operation, but was ultimately able to meet YPD enrollment goals.

YPD Base Services for Treatment and Control Groups

The Out-of-School Youth (WIA Youth) programs operated at the One-Stop Career Centers provided the existing services received by all YPD participants. Once eligibility was determined and enrollment in the WIA Youth program was completed, dedicated YPD case managers met with youth to explain the study and the YPD mentoring services available, and to obtain informed consent. After consent was obtained, participants were randomly assigned to the treatment or control group. YPD participants in both the treatment and control groups were

assigned to YPD case managers, who helped each develop individualized Career Development Plans and provided ongoing case management. Case management involved scheduling and overseeing activities that included each of the ten WIA elements, designed to address three main types of participants' needs: academic needs (e.g., GED preparation); psychosocial needs (e.g., leadership development workshops); counseling/guidance; support services, such as transportation and/or child care assistance; help with the purchase of tools and uniforms; and financial incentives); and job readiness. Within the first month of enrollment, all YPD enrollees were required to participate in a one-week, ten-hour job readiness class conducted at the One-Stops by Youth Co-Op staff. Sessions covered topics such as interviewing skills, resume writing, in-depth career planning and exploration, workplace attitudes, job searching, and dressing for success. The YPD case managers, who met with all participants at least once a month but typically more frequently also provided follow-up services, including linking participants who earned a high school diploma or GED to occupational skills training or post-secondary education.

YPD Services Only Provided for the Treatment Group

The treatment group intervention provided an additional level of service beyond what currently existed through the Youth Co-Op's Out-of-School Youth (WIA Youth) program. All YPD participants moved through the process leading up to randomization in the same manner, including meeting with their case manager to discuss the Career Development Plan. Those randomized into the treatment group then met with a mentoring facilitator as soon as possible to begin receiving the intensive mentoring services, while also receiving WIA Youth existing services.

Two related components made up the Youth Co-Op's mentoring approach. First, two professional mentoring facilitators (one assigned to the Little Havana Career Center and one to the Homestead Career Center) provided ongoing mentoring services by meeting with YPD program participants weekly (either one-on-one or in group sessions) to check on their progress, offer encouragement, and provide whatever assistance was needed to overcome barriers to achieving their goals. Second, Miami-Dade College staff at two locations conducted a 40-hour Life/Parenting Skills Training Workshop designed to help participants develop survival skills that would increase their opportunities for success in personal, academic, and professional endeavors.

Although there was a great deal of variation across participants, mentoring facilitators reported that they met with most participants at least once a week for about 30 minutes to an hour. One-on-one and group sessions were modified frequently and featured discussion of topics such as time management, stress management, goal setting, and financial management. For the one-on-one sessions, facilitators reported that they met three times a week with some participants (particularly those attending on-site GED classes), but also noted that it could be very difficult to maintain consistent contact with other participants over time, necessitating e-mails, frequent phone calls and, in some cases, home visits. Attendance at the group sessions fluctuated over time, ranging from one to six participants at a session. The Life/Parenting Skills Training Workshop offered by Miami-Dade College followed a unique curriculum developed to address personal development (e.g., communication skills), social development (e.g., personal and professional etiquette), and academic/professional development (e.g., career planning), while

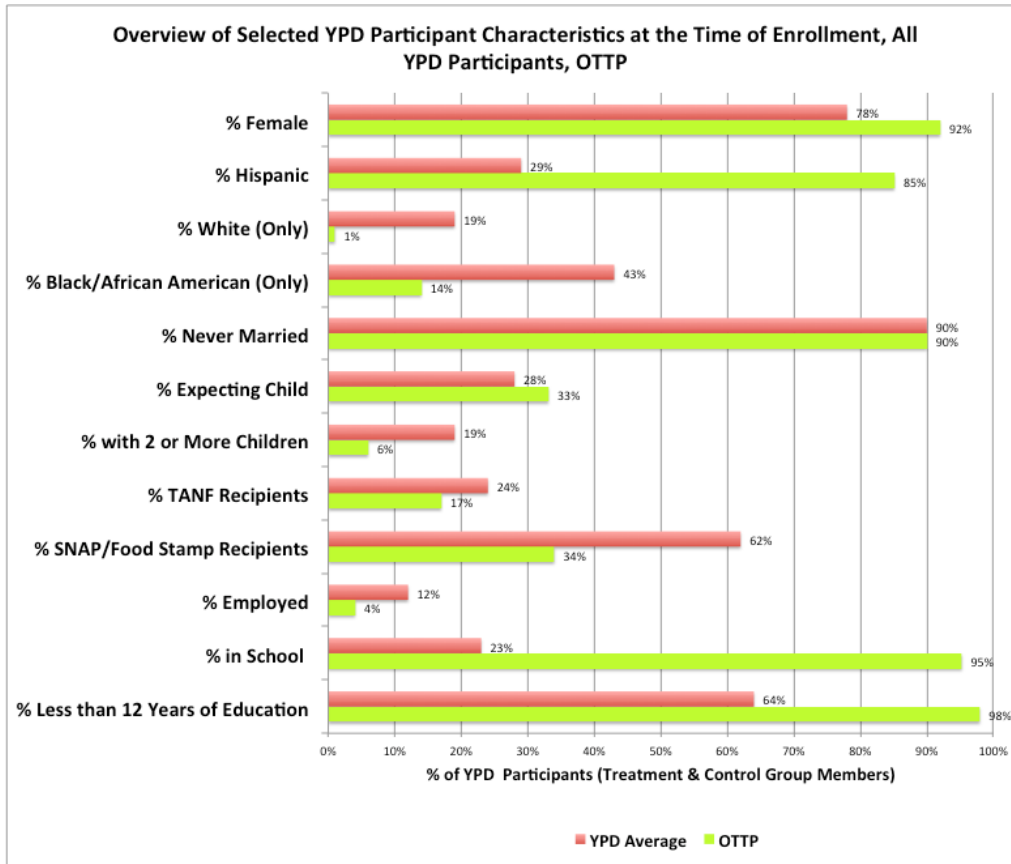
also addressing specific topics of interest to participants. The workshops were held twice a week, two hours per session for ten weeks.

Other mentoring activities included field trips to various locations in the Miami area (e.g., trips to a museum or lunch at a restaurant). Initially, college students from Miami-Dade College were recruited as volunteer mentors to work under the direction of the mentoring facilitators, but this plan was adjusted because the students could only make short-term time commitments (generally three to four months). As the treatment group caseload grew, staff recruited volunteers from within the community to assist with the mentoring activities.

**Young Parents Demonstration (YPD) Project Summary
Occupational Therapy Training Program (OTTP)**

Grantee at a Glance	
Organization	Occupational Therapy Training Program (OTTP), Special Services for Groups
YPD Program Name	Be Unique & Successful Mothers and Parents (also referred to as “Young Parent Program”)
Location	Los Angeles, CA
Enhanced Services (for Treatment Group Only)	Additional professional mentoring and life skills training focused on parenting by occupational therapists
Base Services (for Treatment and Control Groups)	Education, training, job readiness/placement, support services, life skills, case management, and mentoring (WIA Youth Program)
Grant Period	07/01/09–06/30/12
Grant Award	\$750,000
Grantee Type	Non-profit (division of Special Services for Groups, SSG)
Date of First Random Assignment	1/11/2010
# of Youth Randomly Assigned	160

OTTP’s YPD program, Be Unique & Successful Mothers and Parents (BUMP), offered an enhancement to the life skills/workforce skills development/occupational therapy services available as part of its WIA Youth program. The enhancement provided to members of the treatment group was a mentoring initiative called, Family Life Management and was based on Lifestyle Redesign, an evidence-based occupational therapy intervention. The enhancement included 16 on-site group sessions led by occupational therapists and held weekly, and two one-on-one occupational therapy sessions held monthly. OTTP randomly assigned a total of 142 parenting and expectant youth to YPD treatment and control groups. As shown in the exhibit (below), in comparison to participants at all YPD sites, participants randomly assigned to the YPD treatment and control groups at the OTTP YPD program were more likely to be female, Hispanic, in-school youth, and have less than 12 years of education; less likely to be white, black, have 2 or more children, and receive SNAP at the time of random assignment.



Source: YPD Participant Tracking System.

YPD Outreach and Recruitment

The majority of YPD/Be Unique & Successful Mothers and Parents (BUMP) program participants were recruited through OTTP’s relationship with California School Age Families Education (Cal-SAFE) schools, which were small specialized schools for expectant and parenting teens located throughout LA County. School personnel distributed educational advertising materials about the BUMP program, and youth interested in participating completed and submitted consent forms. Potential participants attending schools where the YPD program was not implemented on-site were provided with information about the program and could contact the grantee directly or be referred to OTTP by a school staff member. Other potential BUMP participants were identified from the existing caseload of individuals receiving other related services provided at the grantee site.

YPD Base Services for Treatment and Control Groups

YPD/BUMP program base services were delivered to both control and treatment group participants through two major pathways: (1) enrollment through partner Cal-SAFE schools specifically targeting pregnant and parenting teens where individuals were enrolled and participating in the curriculum as a group in a classroom at the school site; or (2) enrollment of individuals through other schools and social support programs who were participating in the curriculum at the grantee’s physical location. Three school sites were engaged in the program, with service delivery further individualized at each school site based on the school structure and the needs of the participants.

“Existing” or base program activities included the standard array of WIA youth program activities, including education, training, job readiness/placement, support services, life skills, case management, and mentoring. The key component of the base services was the Life Skills/Work Readiness curriculum, a 12-week training program offering the following: instruction (usually conducted in group sessions) in job search skills and employment applications; mock videotaped interviews; and guidance on maintaining a job, public speaking, teamwork, self-esteem, anger management, goal setting, and basic banking/budgeting. Participants might also be matched to paid or unpaid internships and/or job shadowing experiences. Adult mentors were made available through the partnering organization Pathways to Your Future (PYF), a state-licensed mentoring agency, and peer mentors were provided by several partner organizations. Additionally, as part of the existing services package, OTTP case managers had a minimum of two face-to-face contacts per month with each participant, typically in the school or at the youth’s residence, to track planned services, progress, and goals achieved, as well as to ensure access to additional outside services, as needed (e.g., childcare assistance). All participants had access to a variety of services, including tutoring and skills training, leadership development, adult mentoring, counseling provided by the OTTP Clinical Department, health education, computer and resource room access, child care provided by partner organizations, and van transportation to/from the OTTP facility.

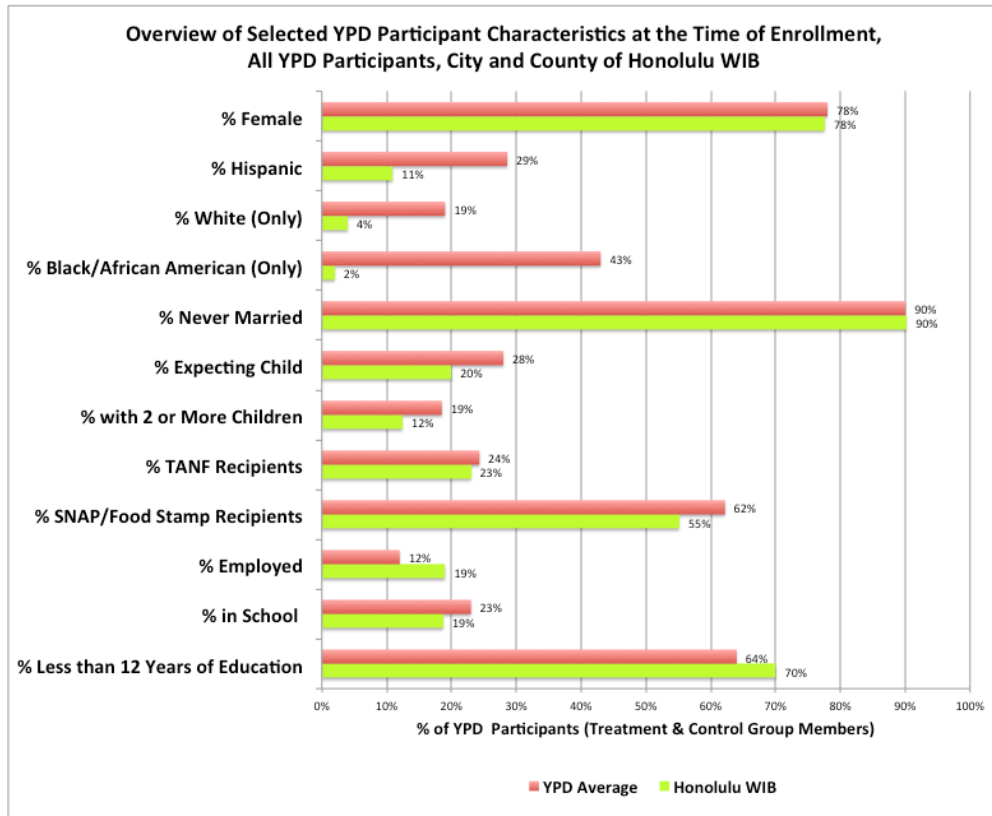
YPD Services Only Provided for the Treatment Group

The enhanced service for the treatment group members was the Family Life Management intervention, including additional mentoring and occupational therapy skills sessions, which more specifically addressed parenting skills. OTTP occupational therapists functioned as mentors to treatment group members, providing one-on-one case management and addressing workforce and occupational/life skills development. Initially, the assigned occupational therapist met with each treatment group member to complete a series of occupational therapy needs assessments (including the Canadian Occupational Performance Measure and an Individual Service Strategy). The occupational therapist monitored the progress of the youth toward the goals established in the Individual Service Strategy during the participant’s involvement in YPD. The occupational therapists were also responsible for leading 16 weekly group sessions, based on the *Lifestyle Redesign* curriculum. The curriculum focused on parenting skills within three areas: (1) personal development; (2) academic development; and, (3) career development. The focus of the treatment group services was to promote self-sufficiency and accelerate assimilation of behaviors and attitudes learned in the existing services program.

**Young Parents Demonstration (YPD) Project Summary
City and County of Honolulu Dept. of Community Services**

Grantee at a Glance	
Organization	City and County of Honolulu Department of Community Services
YPD Program Name	Honolulu Young Parents Program (HYPP)
Location	Honolulu, HI
Enhanced Services (for Treatment Group Only)	Volunteer or professional mentoring focused on personal development and parenting
Base Services (for Treatment and Control Groups)	Education, occupational training, job readiness/placement, support services, and case management (WIA Youth Program)
Grant Period	07/01/2009–12/31/2012
Grant Award	\$1,000,000
Grantee Type	Public workforce agency (City/County government agency and WIA Youth program operator)
Date of First Random Assignment	1/29/2010
# of Youth Randomly Assigned	160

The City and County of Honolulu Department of Community Services (DCS) is the public workforce agency that administers the WIA Adult and Youth programs, and a range of other workforce and social service programs for low-income/disadvantaged individuals and families on the island of Oahu. DCS' Youth Services Division, which was responsible for administration of the YPD grant, also administers the WIA year-around and summer youth programs. The YPD program operates out of the largest and most comprehensive One-Stop Career Centers (i.e., American Job Centers) in Hawaii. The geographic area from which participants are recruited is limited to the City and County of Honolulu. The City and County of Honolulu randomly assigned a total of 153 parenting and expectant youth to YPD treatment and control groups. As shown in the exhibit (below), in comparison to participants at all YPD sites, participants randomly assigned to the YPD treatment and control groups at the City and County of Honolulu were less likely to be white, Hispanic, or black (and although not shown in the exhibit, much more likely than any other YPD site to be Asian or Pacific Islanders).



Source: YPD Participant Tracking System.

YPD Outreach and Recruitment

The Honolulu Young Parents Program (HYPP) staff was actively involved in recruiting pregnant and parenting youth participants for the WIA Youth program, which feeds directly into the YPD program. YPD program staff distributed program flyers/brochures and made presentations to administrators and staff at schools and a range of human services agencies. There was also an emphasis on informing other social services agencies serving pregnant or parenting youth (e.g., the TANF agency) about the program to encourage referrals to both WIA and YPD. Staff also employed door-to-door recruitment strategies in housing projects and other community locations to distribute brochures and talk directly with potential participants. Word-of-mouth from enrolled participants became an increasingly more important source of referrals as the YPD program became more established in the community. As discussed below (see “Implementation Lessons”), the grantee struggled with recruitment of new participants throughout the demonstration, in part because of lagging enrollment of young parents in the WIA youth program within the city and county.

YPD Base Services for Treatment and Control Groups

The WIA Youth and Adult programs were the existing services for all YPD participants, offering the standard array of education, workforce training, and employment services. The programs provided primary case management, training, supportive services, and follow-up services for both YPD control and treatment group participants, including referrals to training providers (using Individual Training Accounts). Training activities and services included, but were not limited to the following: academic instruction, such as alternative high school diploma programs,

GED preparation, remedial education, English as a Second Language (ESL), and tutoring; occupational skills training, including short and longer-term training for high demand occupations (e.g., nurse's aide, commercial driver's license (CDL), heavy equipment operator, etc.); job readiness workshops and assistance; and, subsidized work experience, internships, and job shadowing. Supportive services were offered as individually appropriate, including provision of bus passes; payment of training-related costs of uniforms, tools, and supplies; and referrals for subsidized child care and housing assistance.

YPD Services Only Provided for the Treatment Group

The YPD treatment group intervention – mentoring – provided an additional level of service beyond what was available through the WIA Youth and Adult Programs. All YPD participants had to be eligible for and enrolled in the WIA Youth or Adult Program prior to being randomly assigned to the treatment or control groups. Once certified as WIA eligible, participants were referred to YPD if they were parenting and/or expectant youth 16–24 years of age. Those randomized into the treatment group met with an HYPP case manager to determine which subcontractor (Susannah Wesley Community Center or Big Brothers/Big Sisters) was most appropriate to meet their mentoring needs. If a referral to either subcontractor was not a good match, or if the treatment group participant refused assignment, the individual was assigned to a HYPP case manager (within the Youth Services Division) for professional mentoring services. Content of mentoring services varied according to which agency provided the service, and the services provided by each agency are highlighted below.

Big Brothers/Big Sisters of Honolulu Mentoring Services. Big Brothers/Big Sisters (BB/BS), a subcontractor to the City/County of Honolulu grantee, provided participants with professionally supported relationships, primarily one-on-one, with a responsible, dedicated volunteer mentor. BB/BS's Match Support Specialists were responsible for matching a mentor with a treatment group participant. The goal of mentoring assistance was to assist participants in strengthening their interpersonal skills to deal with the demands of being a parent, help the mentee to stay on course in terms of achieving educational and employment goals, and minimize or eliminate personal barriers (e.g., unstable relationships). BB/BS originally planned to provide group parenting workshops and developed a 12-module curriculum, but because of the small numbers of YPD participant referrals, the workshops and curriculum were not implemented.

Susannah Wesley Community Center. The Susannah Wesley Community Center, another subcontractor to City/County of Honolulu, provided mentoring services by a professional case manager/mentor aimed at personal development with an emphasis on enhancing parenting skills. The mentoring services provided had a parenting focus and were based on a curriculum entitled, "Parenting Adolescents Wisely." Because of the relatively low number of referrals at any given time, there were never enough participants to implement group activities/workshops based on the curriculum. As a result, services provided to YPD treatment group participants focused on one-on-one professional mentoring. After a home visit to conduct a detailed assessment, the goal was to provide four hours per month of one-on-one mentoring, meeting at the home of the participant or within the community. The mentoring intervention was aimed at enhancing the participants' ability to effectively handle the demands of being a parent and fulfilling their roles as students or employees. Mentors worked with mentees on an individual basis to strengthen life

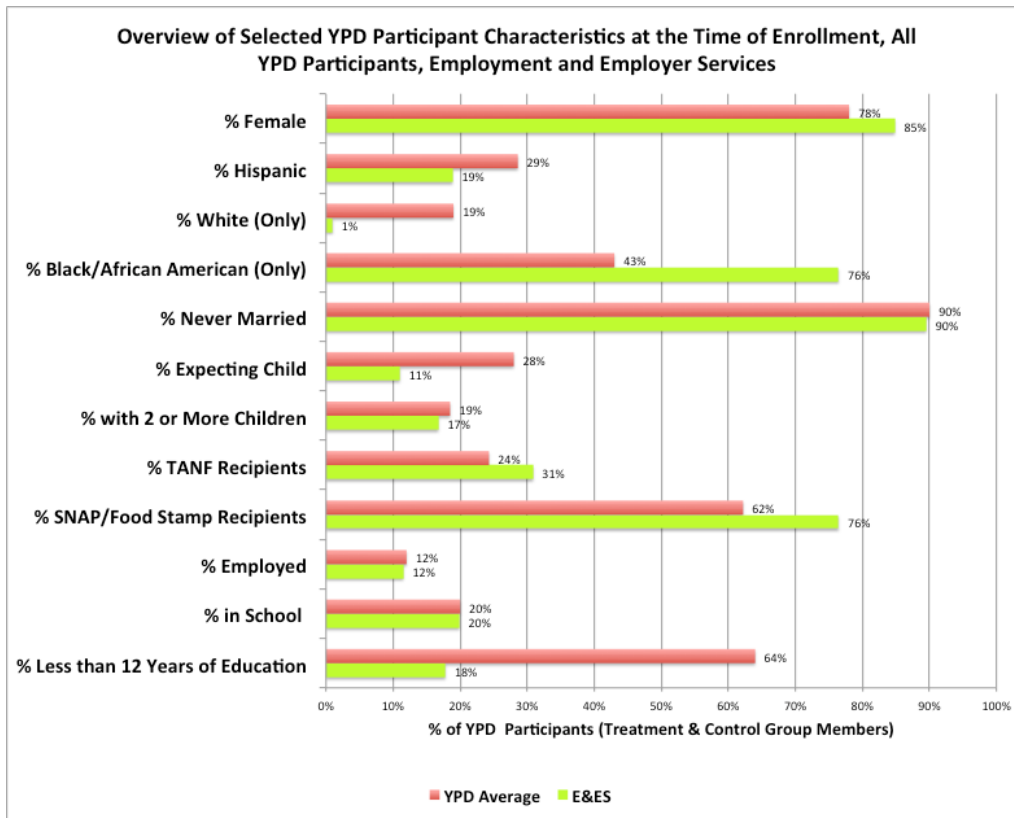
skills to help minimize or eliminate barriers to completing school and finding/retaining a job, such as unstable relationships, alcohol and drug abuse, and domestic violence.

The City and County of Honolulu Youth Services Division. The Youth Services Division, the division within the grantee organization primarily responsible for administering the YPD grant and WIA Youth programs, also provided intensive case management and personal development for treatment group participants who were not appropriate for referral to one of the two subcontractors, or who refused to engage in mentoring services provided by a subcontractor. Therefore, these treatment group participants were assigned to one of two HYPP professional case managers/mentors. The two professional staff provided mentoring services at the Youth Services Center, the participant's residence, or at another mutually convenient location. These professional staff members contacted participants weekly to provide counseling and guidance, case management, and personal development services.

**Young Parents Demonstration (YPD) Project Summary
Employment and Employer Services (EES)**

Grantee at a Glance	
Organization	Employment and Employer Services (EES), Southwest Workforce Center
YPD Program Name	Youth Enhancement Services Program (YES)
Location	Chicago, IL
Enhanced Services (for Treatment Group Only)	Professional mentoring that helped connect youth to services at the One-Stop Career Center; monthly group workshops
Base Services (for Treatment and Control Groups)	Education, occupational training, job readiness/placement, support services, and case management (WIA Youth Program)
Grant Period	07/01/09–12/31/12
Grant Award	\$986,000
Grantee Type	For-profit
Date of First Random Assignment	2/12/2010
# of Youth Randomly Assigned	201

Employer and Employer Services’ (EES) Youth Enhancement Services (YES) Program provided the core WIA Youth program services for YPD treatment and control group members, as well as the enhanced intervention of intensive mentoring services for treatment group members. The YES program model for treatment group participants consisted of ongoing intensive mentoring services aimed at reducing the time required for at-risk parenting youth to acquire occupational skills and credentials in demand by local employers, while also incorporating follow-up retention services to sustain and advance the gains made in the program. EES randomly assigned a total of 191 expectant and parenting youth to YPD treatment and control groups. As shown in the exhibit (below), in comparison to participants at all YPD sites, participants randomly assigned to the YPD treatment and control groups at EES were more likely to be black and SNAP participants; less likely to be white, Hispanic, expecting a child, and have less than 12 years of education.



Source: YPD Participant Tracking System.

YPD Outreach and Recruitment

WIA Youth staff, located at the One-Stop Career Center/AJC, conducted general outreach and recruitment efforts for WIA Youth Program services, which provided the pool of at-risk parenting youth from which YPD participants were drawn. The YPD Program Manager also helped to spread the word about WIA and YPD, meeting regularly with administrators and staff at community-based and faith-based agencies and other human services providers serving the locality. Overall, EES administrators and staff agreed that word-of-mouth was among the most effective recruitment methods for identifying participants for WIA (and subsequent enrollment in YPD).

YPD Base Services for Treatment and Control Groups

Youth recruited to the One-Stop Career Center were first assessed to determine WIA eligibility and suitability, and if determined to be WIA-eligible, were scheduled to attend a one-week Job Readiness Training (JRT) program. On the last day of the JRT session, parenting and expectant youth were informed of the YPD-funded services provided by YES initiative, as well as the informed consent and random assignment process. Individuals agreeing to participate in YPD and signing the YPD informed consent form were then randomly assigned to participate in the treatment or control group. All youth, whether assigned to the YPD treatment or control group participated in the regular WIA Youth Program at the One-Stop Career Center. As a WIA Youth participant, each individual was assigned a career counselor who worked with the individual to complete an Individual Service Plan (ISP), designed to establish participant goals and the services (e.g., employment, education, training, and supportive services) and steps involved in

achieving each goal. Once the plan was established, the career counselor facilitated connections to WIA-funded education, training, and skill development programs and employment opportunities. The counselor also provided case management services, including, contacting the participant a minimum of once per month. WIA Youth participants could also participate in an array of job readiness activities and workshops offered by the One-Stop Career Center.

YPD Services Only Provided for the Treatment Group

After random assignment to the treatment group, participants were assigned a YES mentor and a career counselor who would work with the participant for the duration of the program and follow-up period. During the week long WIA JRT sessions, the YES administrators were able to observe the YPD participants and determine which mentor would potentially be the best fit with each youth. Typically, among the factors considered in making a match between a mentor and a treatment group participant were the following: (1) the participants' personality and needs; (2) the region of the city where the participant lived; (3) the mentors' current caseload; and, (4) any participant requests for specific mentor characteristics (e.g. gender preference). Once the match between the mentor and mentee was made, the assigned mentor would schedule an immediate meeting with the mentee in an effort to quickly establish rapport and begin to build a relationship. During initial meetings, mentors encouraged the treatment group participants to discuss their life, their goals, and their needs, and mentors developed a personal plan with the mentees to address these identified needs and goals. In the interviews, mentors reported that the two major service needs frequently identified were housing and childcare assistance. The mentor also worked with the participant to encourage him/her to reach out to their assigned career counselor to develop detailed actions to meet education, training, and employment needs.

YES mentors sought to engage the mentee at least once per week, encouraging self-sufficiency while supporting the mentee in developing personal skills that facilitated increased life stability and completion of WIA-funded services (e.g., occupational training). For example, the mentor might take the youth to apply for a job, pick the mentee up to take him/her to school, seek out housing options in the community, or go bowling. The mentors reported that mentees had a broad range of needs and varying levels of engagement. Some youth did not desire an overly engaged mentoring relationship while other youth were in contact with their mentor multiple times per day. Mentors continued to call youth weekly even in cases where the youth seemed disengaged in the program.

Treatment group participants were also assigned a WIA Youth career counselor and continued to receive existing WIA workforce development services focused on training, job development, and job placement. Career counselors were expected to engage the youth a minimum of once per month to monitor their progress on education/training and employment goals facilitated by the One-Stop Center services and support.

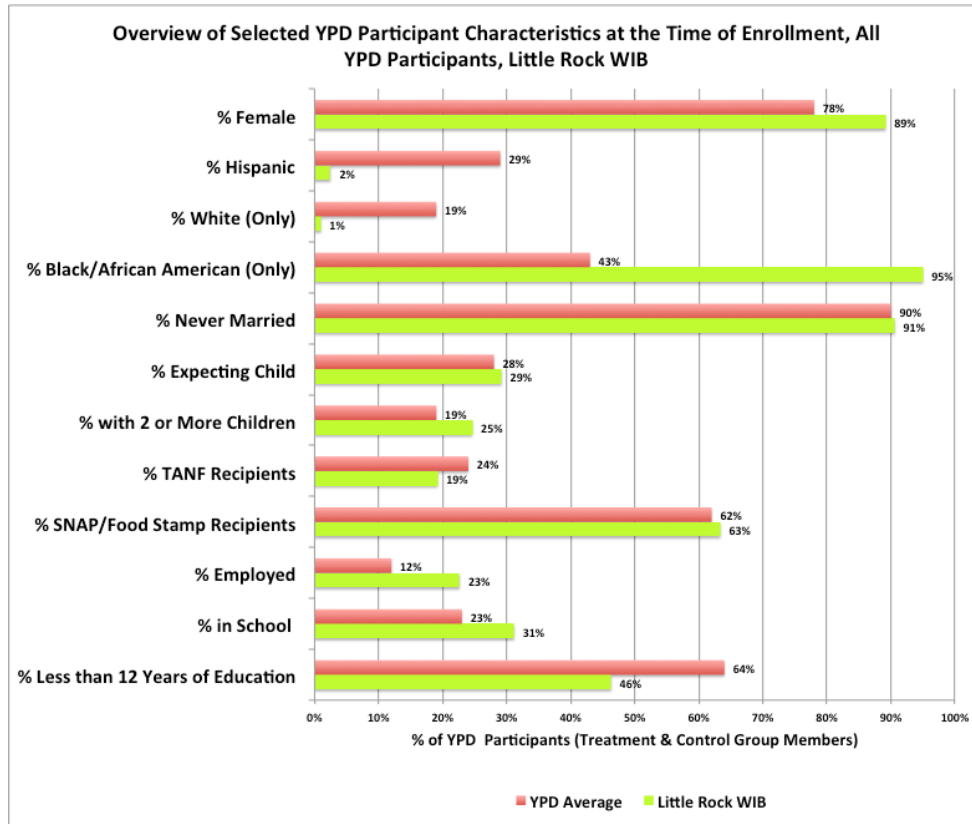
YES staff, mentors or outside speakers held a monthly group workshop for treatment group participants, which focused on a range of topics relevant to young parents (e.g., job readiness, interviewing, dressing for success, and parenting). Mentors reported during interviews/focus groups that mentee attendance at these group workshops was often a challenge because of conflicting work or educational commitments, lack of available childcare, transportation issues, and lack of interest in topics being covered during workshop sessions. In some instances,

mentors were able to work in content from the group mentoring sessions into their one-on-one meetings with mentees.

**Young Parents Demonstration (YPD) Project Summary
Little Rock Workforce Investment Board**

Grantee at a Glance	
Organization	Little Rock Workforce Investment Board (LRWIB) administered by Arbor E&T. YPD Program operated in partnership with Centers for Youth and Families.
YPD Program Name	Young Parents Demonstration (YPD) Program
Location	Little Rock, AR
Enhanced Services (for Treatment Group Only)	Education, occupational training, job readiness/placement, support services, and case management (WIA Youth Program)
Base Services (for Treatment and Control Groups)	Professional mentoring, parenting, life skills, and support services
Grant Period	07/01/09–12/31/12
Grant Award	\$848,452
Grantee Type	LRWIB and Centers for Youth and Families: 501c-3; Arbor: For-Profit
Date of First Random Assignment	2/23/2010
# of Youth Randomly Assigned	207

This YPD program operated as a partnership between the Little Rock Workforce Investment Board (LRWIB) and Centers for Youth and Families (CYF). The YPD grantee, the LRWIB, provided YPD grant-funded services for the treatment group through its WIA One-Stop Center contractor (Arbor E&T). The partner organization, the CYF, offered “existing” program services for both treatment and control group members, including parenting classes, transportation, mentoring, and a broad array of social support services. CYF referred YPD treatment group members to the Little Rock WIB for enrollment in WIA Youth employment, education, and/or training services. The grantee randomly assigned a total of 203 at-risk youth to YPD treatment and control groups. As shown in the exhibit (below), in comparison to participants at all YPD sites, participants randomly assigned to the YPD treatment and control groups at Little Rock WIB were more likely to be female, black and employed; less likely to be white and Hispanic, and have less than 12 years of education.



Source: YPD Participant Tracking System.

YPD Outreach and Recruitment

All YPD participants served in this site were first recruited for and enrolled in the CYF services. CYF administrators and staff held regular meetings with a range of human services agencies in the service area (including community- and faith-based agencies, WIA providers, and social services providers) to inform other agencies’ staff about the CYF services and encourage referrals of at-risk expectant and parenting youth. CYF also used social media (such as Facebook) to disseminate information about its services to other organizations and directly to at-risk parenting youth.

YPD Base Services for Treatment and Control Groups

Initially, a CYF Family Support Worker (FSW) met with youth (and if the youth was not emancipated, their parent) to ascertain the youth’s desire to be involved in CYF’s Young Moms/Dads Program. During this initial meeting, new recruits learned about CYF program services and, if interested, completed the Young Moms/Dads assessment, signed a consent form, worked with the FSW to develop a Family Support Plan, and enrolled in the Young Moms/Dad Program. As part of this initial appointment, the FSW also described the YPD project, informed consent form, and available services. Those consenting to participate in YPD services were randomly assigned and notified by phone or in-person of their group assignment. Those randomly assigned to the control group continued to work with the CYF Young Moms/Dads program (and moved forward immediately into CYF services) and those assigned to the treatment group continued to work with the CYF Young Moms/Dads program, but were also

referred to the Little Rock WIB's One-Stop Center for additional education, training, and/or employment services.

CYF's Young Moms/Dads Program (which served as the YPD existing services for both treatment and control group members) had a strong focus on parenting and health issues for both the parent and child, including prenatal care, well-baby care, nutrition, referrals to appropriate services (e.g., doctors, WIC, etc.), and support services. Services were provided in both group and one-on-one settings (often at the home). Both treatment and control group participants also were assigned an (FSW) who was in contact with the participant at least one time per month. The FSW developed an Individual Family Support Plan to determine goals and a timeline to help participants with employment, education, and parenting/family issues. The FSW assisted the youth in finding a "medical home" for preventative and emergency healthcare, establishing access to safety net program resources, providing mentoring and emotional support, and providing transportation to a range of personal, medical, employment, and education activities. YPD participants were also required (as part of existing services) to engage in monthly workshops that addressed parenting information and positive modeling, nutrition and child development education, and life skills development, as well as education and employment topics. Before the annual program cycle, the FSWs planned the curriculum and selected the speakers who led these monthly sessions.

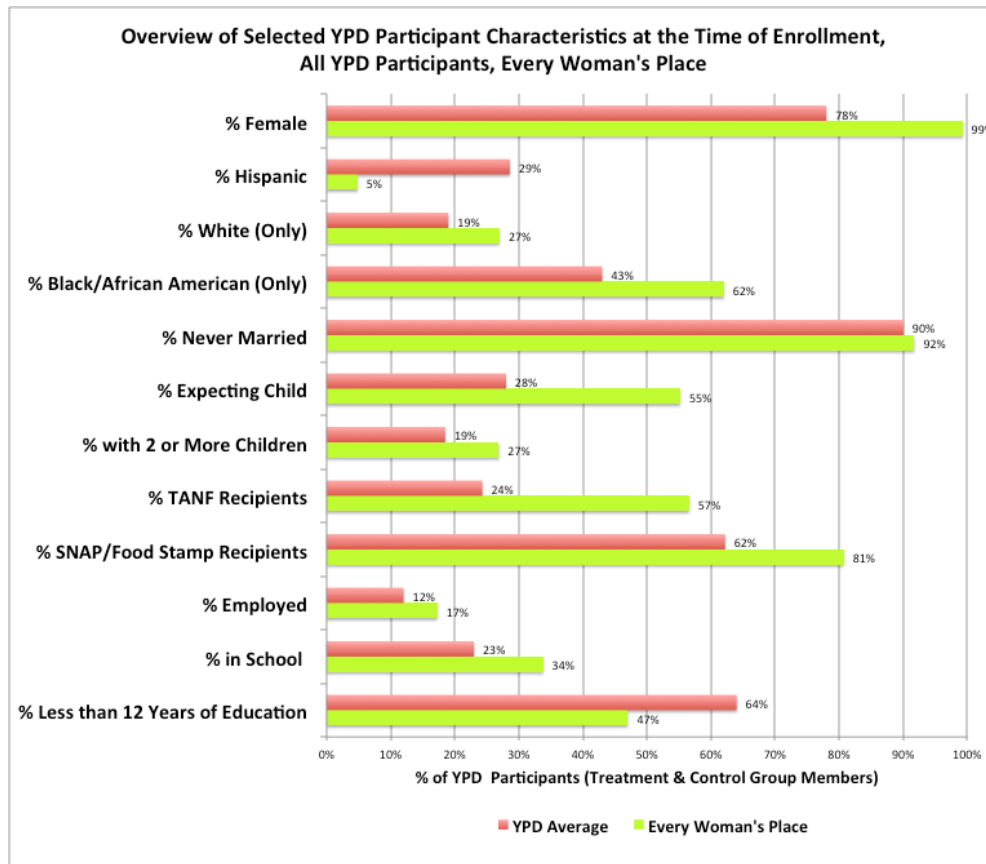
YPD Services Only Provided for the Treatment Group

The YPD enhanced services consisted of education, training, and employment services provided by staff at the Little Rock One-Stop Center (located a few miles from the CYF office). Treatment group members received services focused on education (either staying in high school or enrolling in GED or 2-year training programs), obtaining employment as appropriate, and support services. Treatment group members were co-enrolled in WIA while continuing to receive health and parenting services from the CYF. The CYF FSW assigned to the treatment group facilitated a meeting between the youth and the One-Stop Center Workforce Case Manager. The Workforce Case Manager met with the youth to develop an individual educational/employment plan and made any needed referrals to supportive services available through TANF or WIA. Over the period of service delivery, the Workforce Case Manager also provided (as appropriate) referrals to OJTs, summer employment, and internships. Many of the treatment group participants were involved in education and vocational preparatory programs funded through the WIA Youth resources and also received other support, including intensive academic tutoring, specialized guidance into a GED program or vocational technical college, introduction to college culture, and one-on-one help finding financial aid/tuition assistance. Treatment group participants were also invited to the One-Stop Center's WIA Youth workshops, which focused on job readiness and featured speakers who discussed their path to success in their career field.

Young Parents Demonstration (YPD) Project Summary
Every Woman's Place

Grantee at a Glance	
Organization	Every Woman's Place
YPD Program Name	Young Parents Demonstration (YPD) Program
Location	Muskegon, MI
Enhanced Services (for Treatment Group Only)	Professional mentoring on work-life issues and parenting (includes Work-Life and Parenting Mentors)
Base Services (for Treatment and Control Groups)	Education, occupational training, job readiness/placement, support services, life skills, and case management
Grant Period	07/01/09–12/31/12
Grant Award	\$765,441
Grantee Type	Non-profit
Date of First Random Assignment	6/10/2010
# of Youth Randomly Assigned	154

Every Woman's Place (EWP) is a non-profit organization that provides a wide range of services for women, children, and families who are victims of domestic violence. Its co-located partner organization, Webster House Youth Services, was created to address unmet needs of the youth population and provides residential and non-residential support services for at-risk, transitional, runaway, and homeless youth (typically up to age 21). Together, the organizations provide services to residents of Muskegon, northern Ottawa, Newaygo, and Oceana counties in western Michigan, serving primarily African-American clients. The grantee directly provided all YPD services and activities for treatment and control group members with the exception of services provided by the Parent Mentor from Catholic Charities West Michigan. The YPD treatment group intervention was an intensive mentoring services program, provided as an enhancement to the existing education, workforce training, and employment services available through Webster House Youth Services' Youth in Transition program for at-risk, runaway, and homeless youth. EWP randomly assigned a total of 144 at-risk parenting youth to YPD treatment and control groups. As shown in the exhibit (below), in comparison to participants at all YPD sites, participants randomly assigned to the YPD treatment and control groups at EWP were more likely to be female, white, black, expecting a child, and be TANF and SNAP recipients; less likely to be Hispanic and have less than 12 years of education.



Source: YPD Participant Tracking System.

YPD Outreach and Recruitment

The primary recruitment source for YPD participants was the Maternal and Infant Health (MIH) program housed at the Hackley Community Care Center in Muskegon. MIH onsite intake staff and home visitors provided information about the YPD services available to potentially eligible expectant and/or parenting youth. If individuals indicated interest in the YPD program, the MIH staff member provided contact information to the YPD coordinator, who followed up with the individual. An internal audit being conducted at MIH delayed referrals at the start of the program, but after the audit concluded, referrals continued steadily for most of the enrollment period. Additional referrals came from word-of-mouth and other community partners, particularly Catholic Charities and the Muskegon Workforce Development program. Additionally, Webster House Youth Services had three staff members that conducted street outreach to runaway and homeless youth, and referred eligible parenting and expectant youth to the YPD program. The YPD Coordinator conducted presentations about the program to staff at Safe Schools, Healthy Kids, Muskegon and Muskegon Heights Community Education, Adult Community Education, the Even Start high school completion program, and the Muskegon Career Tech Center. YPD staff also developed and distributed a fact sheet about the YPD program at various community locations. A newspaper article announcing the award of the YPD grant also generated interest in the program.

YPD Base Services for Treatment and Control Groups

The YPD Coordinator met with eligible participants to explain the YPD program and to conduct the intake and assessment process. The process included: (1) completing paperwork for the existing services program; (2) collecting information about the circumstances, needs, and skills of the individual; and, (3) developing a client service plan which outlined participant goals. Once the intake and assessment process was completed, informed consent was obtained and participants were randomized into the treatment or control groups. YPD participants in both the treatment and control groups were assigned to case managers or volunteer case manager interns who oversaw ongoing efforts toward education, workforce training, and employment goals. The case managers met with each YPD participant a minimum of four hours per month and updated the client service plan once a month. Case managers and volunteer case manager interns employed a holistic, client-focused approach to address educational needs, develop work readiness skills, and assist with the job search process. Participants without a high school diploma first enrolled in a high school completion program or GED preparation; case managers later helped participants enroll in post-secondary education and training. Case managers worked with participants to address barriers to self-sufficiency and provide a variety of supportive services, including assistance with housing and developing life skills, such as budgeting and money management. All enrollees in the YPD program could also participate in bi-monthly group discussion sessions that addressed personal life needs, relationships, and skills development. Support services such as transportation assistance also were available.

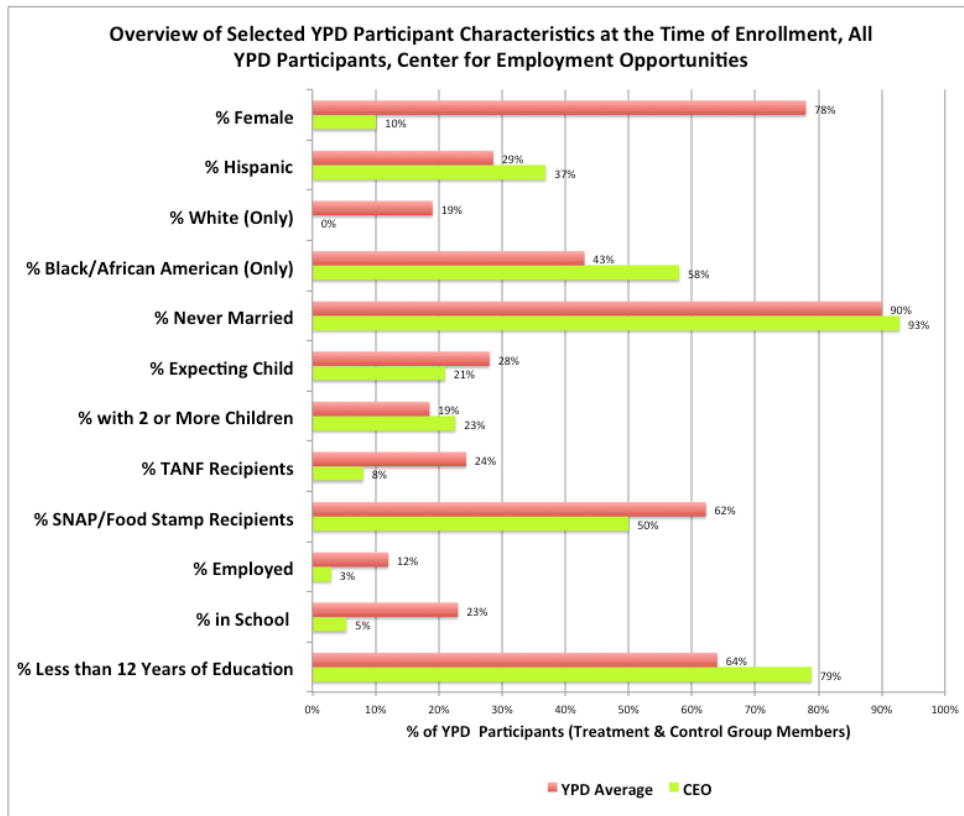
YPD Services Only Provided for the Treatment Group

Once participants were informed of their assignment to the treatment group, they continued to meet with their case manager or volunteer case manager intern to work on goals outlined in the client service plan, receiving the same services as control group participants. In addition to the existing services, those assigned to the treatment group received additional professional mentoring services. Treatment group participants were assigned a Work-Life Mentor who met with each youth, either at their home or at the YPD office, ten hours per month (typically 1 to 2 hours per week) to provide additional support in accomplishing their goals. The Work-Life Mentor focused on academic achievement and credential attainment, vocational training, and employment placement and retention. In addition, treatment group participants also met with the Parenting Mentor from Catholic Charities for one hour per month (sometimes in conjunction with the Work-Life Mentor's meetings). The Parenting Mentor provided guidance on topics such as parenting, child development, relationship management, and nutrition issues. The Parenting Mentor also assessed the participant's needs and worked to develop an individualized family service plan that focused on parenting goals. Both mentors made referrals as needed to supportive service providers, such as food pantries and the Early Head Start program. YPD treatment group participants also could participate in bi-weekly group discussion sessions, led by the YPD Coordinator and the Work-Life Mentors, which addressed a variety of employment, education, and life skills topics. Financial incentives in the form of gift cards were available to YPD treatment group members for reaching participation goals and for meeting certain education and employment benchmarks. The partner organization, Catholic Charities, also provided similar incentives for meeting specific parenting goals (e.g., keeping immunizations up-to-date.)

**Young Parents Demonstration (YPD) Project Summary
Center for Employment Opportunities (CEO)**

Grantee at a Glance	
Organization	Center for Employment Opportunities (CEO)
YPD Program Name	Center for Employment Opportunities (CEO) Young Parents Demonstration (YPD) program
Location	New York, NY
Enhanced Services (for Treatment Group Only)	GED, life skills, occupational training (including Career Academy construction trades training), job placement/development assistance
Base Services (for Treatment and Control Groups)	Transitional jobs, job readiness/job placement assistance, case management, and support services
Grant Period	04/1/2009 - 12/31/2012
Grant Award	\$500,000
Grantee Type	Non-profit 501 c-3
Date of First Random Assignment	11/13/2009
# of Youth Randomly Assigned	168

The Center for Employment Opportunities (CEO), a 501c-3, serves low-income/disadvantaged previously incarcerated individuals in the New York metropolitan area, providing recently paroled individuals with transitional jobs after they leave prison. CEO existing services made available to YPD treatment and control group members was transitional work, in which recently paroled individuals were placed in jobs four-days-a-week, earning minimum wage (e.g., cleaning and landscaping jobs at city parks or public office buildings). The YPD treatment group program intervention was an education and training program, which provided GED classes, life skills, job development and training. The CEO YPD program operated from a single location (out of the grantee's New York, NY office). CEO randomly assigned a total of 165 expectant and parenting youth to YPD treatment and control groups. Eligible YPD participants must have served time in a correctional facility in the state of New York, as well as be an expectant or parenting youth. As shown in the exhibit (below), in comparison to participants at all YPD sites, participants randomly assigned to the YPD treatment and control groups were more likely to be male, black, Hispanic, and have less than 12 years of education; less likely to be female, white, a TANF or SNAP recipient, to be employed and currently attending school.



Source: YPD Participant Tracking System.

YPD Outreach and Recruitment

Recruitment for YPD (and all CEO programs) was accomplished through the correctional system, with parole officers acting as the main source of referrals for potential participants for the YPD program. CEO worked with parole officers to identify individuals who were about to be released from prison or youth about to leave boot camps, for potential enrollment at CEO. Because the grantee fell considerably behind in meeting their enrollment goals, CEO staff also worked with community organizations to broaden the sweep of who they enrolled, although staff always focused YPD enrollment on ex-offenders. For example, they started recruiting individuals from the Bronx, thinking that they could attend the educational portion of the program (originally led by Future Now) close to their homes. This was met with limited success and only began to yield results near the end of the grant period. Additionally, CEO also utilized several different fliers and distributed them to parole officers to inform them about the YPD program. However, this proved challenging as many parole officers did not understand that the YPD program served a somewhat different target group (i.e., parenting youth) than other CEO programs. One of the main recruitment attractions for the program was the offer of transitional employment (and an immediate pay check) for recently released youth (many of whom have been released within several days of coming to CEO).

YPD Base Services for Treatment and Control Groups

Most YPD (and CEO participants in general) were directly referred by parole officers at correctional facilities or halfway houses. Upon arrival at CEO (of the day or several days after release from incarceration), individuals (both young and old) attended an orientation to CEO

services (usually held on Fridays). During the orientation, individuals were provided with information about CEO program services and requirements, and if interested, complete required paperwork. The paperwork included a profile, which asked for the participant's age, prior work history, and parental information. During a review of the paperwork, CEO staff screened the applicant pool for individuals potentially eligible for YPD (i.e., ex-offenders in the 16-24 age range who had children or were expectant parents). Individuals meeting YPD screening criteria were provided additional background about YPD services, as well as the informed consent and random assignment process. Generally, one-quarter to one-fifth of the individuals who attended the general orientation to CEO services were found to be eligible for YPD services. Once potential participants agreed to be part of the YPD study, random assignment was conducted and CEO staff informed the participants of their assignment to the treatment or control group within a few days of random assignment.

Regardless of whether a youth was assigned to the treatment or control group, they would be immediately placed into a transitional job within days of the group orientation and enrollment with CEO. These transitional jobs, which were generally four days a week, eight hours a day, paid at, or slightly above, the minimum wage. Transitional jobs offered an immediate paycheck and a bridge for recently incarcerated individuals as they made the transition to life outside of jail or prison. On the fifth day, CEO's job developers helped the participant search for a permanent job. Once an individual found a permanent job, he or she received retention services from CEO for up to a year.

YPD Services Only Provided for the Treatment Group

As an enhancement to the transitional job experience, the CEO YPD treatment group intervention provided education and training services to improve prospects for long-term employment, earnings, and self-sufficiency, as well as to reduce risk of recidivism. While individuals assigned to the treatment group could participate in several different education and training activities, the most common was GED classes. In order to have time to participate in GED services (or other training services offered as part of the enhanced YPD services), treatment group members often trimmed the number of days they worked in transitional jobs from four days to two days. This was necessary because GED classes usually involved about 9 hours a week of classroom instruction (i.e., typically three days a week for three hours a day). GED classes were initially provided under the YPD grant by a subcontractor (Future Now), but beginning in 2011, CEO offered GED coursework in-house, as students were finding it difficult to travel to Future Now's classroom (located in the Bronx) and then travel elsewhere (often another NYC borough) for transitional work.

Participants first took a GED predictor test, which enabled instructors to tailor the curriculum to best fit the participant's needs. CEO staff also administered the GED predictor tests again halfway through the class to gauge the progress of treatment group participants. The GED preparation class was designed to last 12 weeks, but classes were self-paced, with some participants taking less than 12 weeks to prepare for the GED test, while others taking quite a bit more than 12 weeks to adequately prepare to take the test.

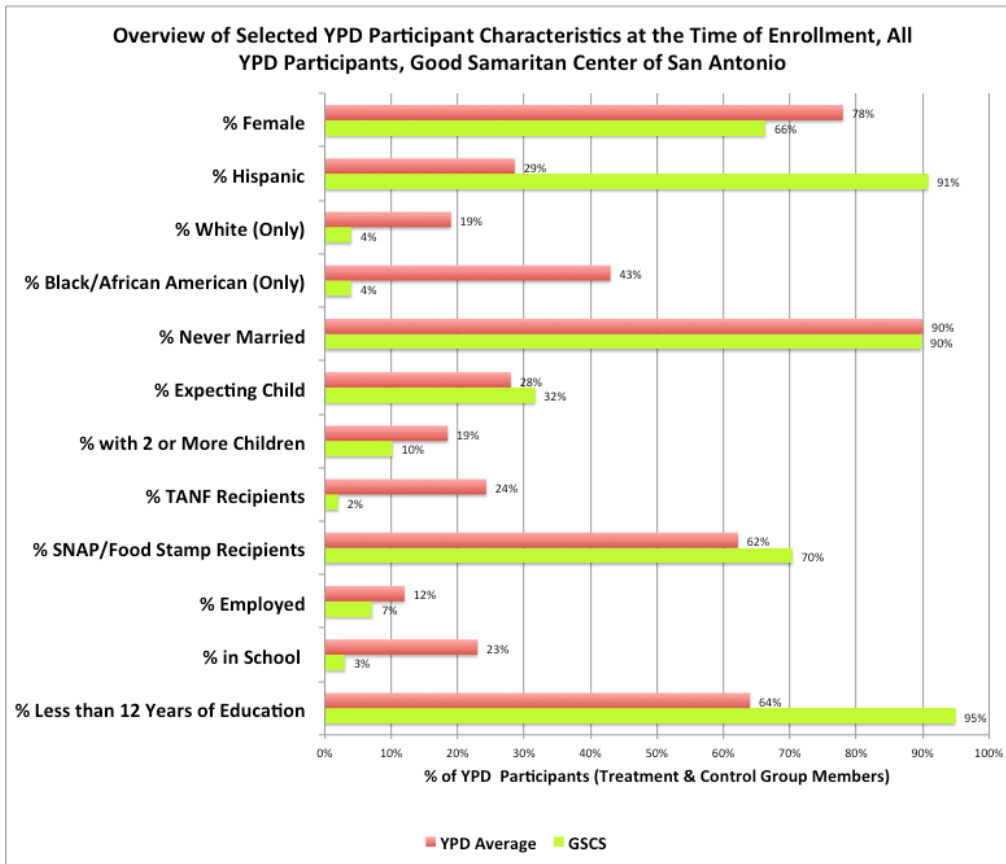
Once treatment group participants had obtained their GED they could be referred to the CEO's Career Academy. Additionally, treatment group participants who already had their GED or high

school diploma at the time of random assignment could also be referred to the Career Academy immediately after random assignment. For interested individuals, participation in the Career Academy lasted about eight months, with classes held at Hostos Community College or LaGuardia Community College. The classes focused on gaining a certificate in a construction-related occupation, such as plumbing, carpentry, refrigeration, or electricity. Treatment group participants also received help with applying for other types of post-secondary education and training programs, as well as help with job placement. Once placed in a job, follow-up activities included additional job placement and retention help for up to a year after the participant exited from YPD.

**Young Parents Demonstration (YPD) Project Summary
Good Samaritan Community Services (GSCS)**

Grantee at a Glance	
Organization	Good Samaritan Community Services (GSCS)
YPD Program Name	Good Samaritan Community Services (GSCS) Young Parents Demonstration (YPD) Program
Location	San Antonio, TX (Bexar County)
Enhanced Services (for Treatment Group Only)	Occupational training (short-term) and job placement/experience
Base Services (for Treatment and Control Groups)	Education, job readiness, support services, and case management (WIA Youth Program)
Grant Period	07/1/2009 - 12/31/12
Grant Award	\$748,644
Grantee Type	Non-profit 501 c-3
Date of First Random Assignment	11/19/2009
# of Youth Randomly Assigned	107

Good Samaritan Community Services (GSCS), located in San Antonio, TX, is a faith-based, non-profit organization that has been providing comprehensive supportive services since 1951 to South Texans ages 6 weeks and older living in poverty. Initially, the grantee provided all YPD “existing” services and activities to both treatment and control group members through their WIA-Youth funded Get2Work project. These services were transferred to SER/Jobs for Progress in November 2011. The YPD treatment group intervention (offered by GSCS) consisted of customized short-term occupational training for specialized cohorts of YPD participants, developed and offered in collaboration with partner Alamo Colleges, and provided as an enhancement to the existing educational and workforce development services offered through the Get2Work project and available to all participants. GSCS randomly assigned a total of 98 at-risk youth to YPD treatment and control groups. As shown in the exhibit (below), in comparison to participants at all YPD sites, participants randomly assigned to the YPD treatment and control groups at GSCS were more likely to be Hispanic, SNAP recipients, and have less than 12 years of education; less likely to be female, white, black, have two or more children, TANF recipients, and currently in school.



Source: Participant Tracking System.

YPD Outreach and Recruitment

GSCS YPD staff employed a variety of outreach and recruitment strategies, which they modified over the course of the grant period in an effort to meet their enrollment goals. Staff conducted in-person outreach for both the Get2Work and YPD programs at sites where they were likely to encounter out-of-school parenting and expectant youth, such as Women, Infants, and Children (WIC) clinics, medical clinics, TANF/public assistance offices and juvenile justice courts, distributing and posting flyers with information about program services. After the first six months of program operation, GSCS added a \$75 gift card incentive for those completing random assignment, in an effort to boost enrollment. GSCS staff tracked the source of program referrals and found that the majority of referrals came through word-of-mouth recommendations from relatives and friends who had positive program experiences. Retrospectively, grantee staff indicated that they would like to have budgeted funds for radio (and possibly TV) ads as an outreach tool, as past experience with recruitment for other GSCS-sponsored events suggested this might have generated interest in program services.

After the loss of the WIA Youth contract to SER/Jobs for Progress, GSCS worked with SER's staff, as well as their partners at the George Gervin Youth Center, to identify and recruit potential participants. Because SER targeted 19-21 year olds with High School Diplomas or GEDs, GSCS requested, and was granted, a contract modification to expand their service population up to age 21 so GSCS could refer and serve the YPD program youth that were in SER's target group.

YPD Base Services for Treatment and Control Groups

WIA Youth/Get2Work program. Initially, the standard WIA Youth Services offered in GSCS's Get2Work program served as the "existing" services available to all treatment and control group members. As part of the intake process, potentially eligible youth who had been recruited by GSCS staff first completed the TABE to determine their placement level for GED preparation classes. All participants were required to complete two weeks (two hours per day) of GED instruction to demonstrate their commitment to, and suitability for, the Get2Work program and, if appropriate, YPD services. During that two-week period, case managers worked with individuals to complete the paperwork required to establish WIA eligibility; staff reported that about 60% of these youth finished the probationary period and were deemed suitable to move forward. Once WIA eligibility was determined, a verbal assessment of needs and goals was conducted and used to develop an individual service plan. Eligible Get2Work participants who qualified for the YPD program were referred to a vocational training coordinator who explained the YPD study, obtained informed consent, and completed the random assignment process. Those assigned to the control group received standard Get2Work services, continuing to meet with a case manager at least monthly, and participating in GED classes (either at the GSCS site or at other locations in the community) and other job readiness activities (e.g., resume writing and interviewing), as well as leadership, team building, and social skills training. Supportive services such as childcare and transportation assistance in the form of bus passes were also available. In addition, the majority of early YPD participants (treatment and control) were co-enrolled in the Summer 2009 ARRA-funded youth program, which provided opportunities for six-month paid internships. After the WIA Youth services program shifted to SER, GSCS YPD staff assisted individuals they had recruited for WIA and YPD in compiling the required eligibility documentation, ensuring first that their referrals to SER were eligible for WIA services. They also transported the referrals to the SER office for the weekly orientations and a subsequent meeting with a SER case manager to determine WIA eligibility. Those eligible for WIA Youth services were enrolled and referred back to GSCS for YPD services and random assignment. Individuals assigned to the YPD control group were then referred back to SER for the standard WIA Youth workforce development services.

YPD Services Only Provided for the Treatment Group

After random assignment, those assigned to the treatment group participated in an orientation session and met with the vocational training coordinator to learn more about training options and available certificates, program requirements, and available supportive services. Customized training programs leading to an entry-level occupational certificate were developed by GSCS in collaboration with staff at three area community colleges. Training programs were specifically selected because of available job openings in those occupational areas and because they did not first require a GED or High School diploma. Occupational certificates included medical assistant, medical office, HVAC, carpentry helper, customer services, and a variety of computer software trainings. Training classes, led by a dedicated instructor, admitted only members of the YPD treatment group, thereby providing a comfortable, supportive environment for the students. Sessions were held three to five days a week; some met for full days and others met for half days to better accommodate the needs of participants. Duration of classes varied but typically ranged from eight to 12 weeks; the longest training offered was six months. A minimum of five students was required for one class (although some classes had as many as 12 participants) so there was often a two to three month wait until an adequate number of participants committed to

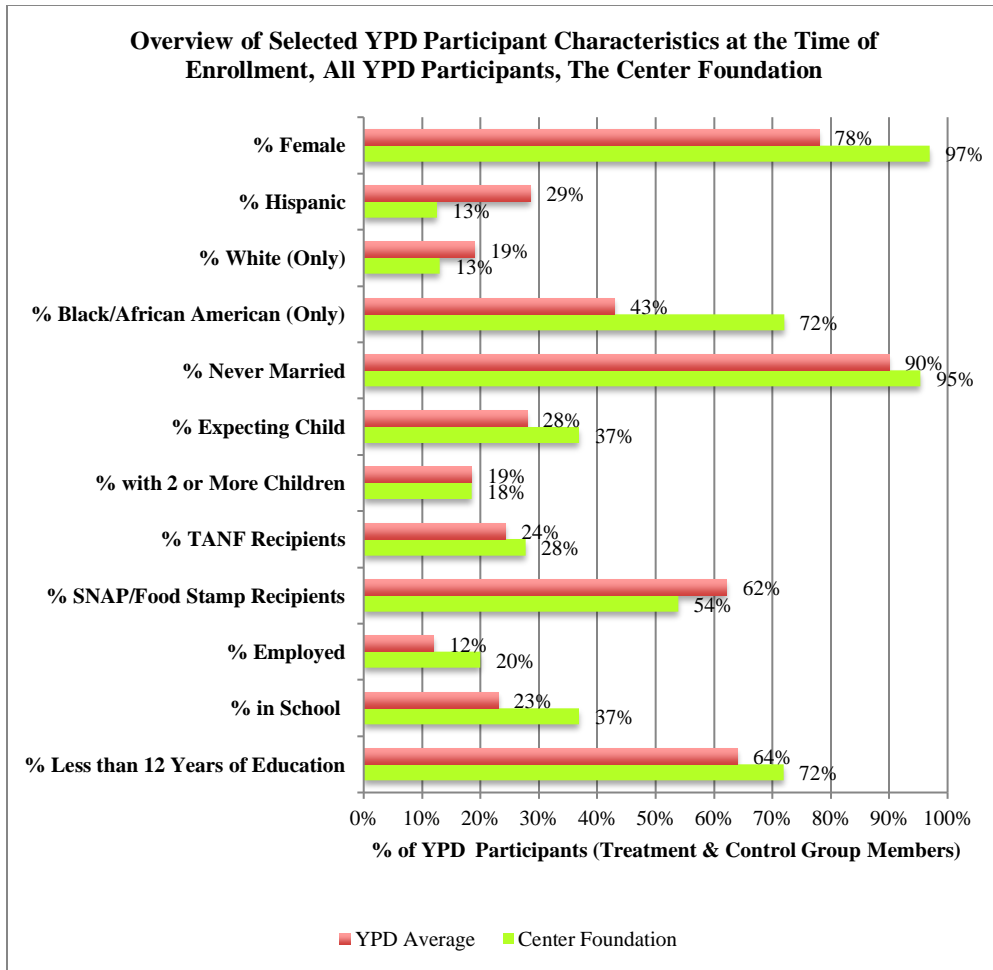
a particular training. During that time, case managers checked in weekly with those participants to ensure continued engagement and interest in the program. Participants who completed training and earned an industry-recognized certificate received a \$500 incentive. Externships were also provided in some occupational areas (e.g., medical assistant) upon program completion.

At the same time they were participating in occupational training, the majority of treatment group participants were also enrolled in the Get2Work GED preparation classes held at GSCS. The enhancement implemented by this grantee was based on the belief that requiring GED completion prior to entering occupational training can result in the loss of interest and engagement on the part of participants. Instead, participants were encouraged to participate in GED preparation classes simultaneously with occupational training. Staff felt that successful completion of that short-term training motivated enrollees to stay committed to the GED classes, which might take longer. After the loss of the WIA Youth funding for the onsite GED classes, the grantee added a GED instructor, which was funded by the YPD program, so that GED classes would still be conveniently available for members of the treatment group.

**Young Parents Demonstration (YPD) Project Summary
The Center Foundation**

Grantee at a Glance	
Organization	The Center Foundation
YPD Program Name	Young Parents Demonstration (YPD) Project
Location	Media, PA
Enhanced Services (for Treatment Group Only)	Job readiness (coaching), career counseling, and life skills (financial literacy)
Base Services (for Treatment and Control Groups)	Volunteer and professional mentoring, support services, and case management
Grant Period	07/1/2009–12/31/2012
Grant Award	\$386,934
Grantee Type	Non-profit (private operating foundation)
Date of First Random Assignment	12/4/2009
# of Youth Randomly Assigned	66

The Center Foundation, located in Media, Pennsylvania, is a non-profit community-based organization founded in 1994 to offer mentoring services aimed at low-income individuals living in Delaware County, PA. Prior to implementation of the YPD intervention, the organization operated two mentoring programs: (1) the Young Parents Support Network (YPSN), which served 13- to 19-year-old expectant and parenting youth; and, (2) the WomenCare program, which served women 20 years and older experiencing transitions (e.g., homelessness, domestic abuse, recently unemployed, displaced homemakers, and recently widowed/divorced). These two initiatives – which served as the existing program services under the YPD grant program - provided mentoring services by pairing volunteer mentors with mentees who were low-income/disadvantaged women. The YPD treatment intervention provided the services of a Career Navigator, Job Coach, and Financial Literacy Coach to enhance the mentoring services provided through the agency’s two existing mentoring initiatives. The Center Foundation randomly assigned a total of 65 at-risk parenting youth to YPD treatment and control groups. As shown in the exhibit (below), in comparison to participants at all YPD sites, participants randomly assigned to the YPD treatment and control groups at The Center Foundation were more likely to be female, black, expectant, employed at intake, and attending school; less likely to be Hispanic and SNAP recipients.



Source: YPD Participant Tracking System.

YPD Outreach and Recruitment

All recruitment for the YPD program occurred through The Center Foundation’s two existing programs, YPSN and the WomenCare programs, which served as the “existing” programs for YPD control and treatment group participants. The Center Foundation generally promoted these two mentoring initiatives through a variety of outreach and recruitment efforts: (1) distributing brochures/flyers in a range of public and partner settings; (2) making presentations to Project Elect (an initiative to keep teens from dropping out of high schools) coordinators in high schools, as well as groups of students attending Project Elect workshops at about 15 high schools in Delaware County and Philadelphia; (3) staffing booths at community fairs, including Head Start Fairs and job fairs; (4) running newspaper ads; and, (5) relying on current program participants to refer friends and relatives. The Center Foundation also received referrals from the TANF program, public workforce investment system, and other human services agencies. Finally, the organization established relationships with several Philadelphia high schools that resulted in a small number of referrals.

YPD Base Services for Treatment and Control Groups

All treatment and control group participants were first enrolled in the WomenCare or YPSN mentoring initiatives. Youth completed an application form and a one-on-one interview with a

Center Foundation program supervisor in charge of the WomenCare or YPSN program. These supervisors recruited volunteer mentors and matched mentors to the participants enrolled in each program. The interview helped find a good mentor-mentee match by determining the participant's eligibility for services and desire to be mentored, then assessing goals, needs, and interests of the individual. Once matched with a mentor, the aim was for the mentoring relationship to last one year, with mentors providing a minimum of eight hours of mentoring each month, either in-person and/or by telephone. The Center Foundation emphasized weekly face-to-face contact in the early stages of the mentoring relationship. The actual hours of mentoring provided each month varied considerably depending upon the mentee's need, willingness to be engaged, and other activities. Some participants never fully engaged with their mentors, and therefore, these participants received only a few hours of mentoring. Other participants were highly motivated and engaged, spending up to 25 hours a month working with their mentor. In most cases, mentoring was complete after one year, although exceptions were made if participants needed a longer period of mentoring support.

Mentoring activities included going to a restaurant for breakfast or lunch, visiting a museum, going to a movie, driving to an appointment (e.g., a job interview, the Department of Motor Vehicles, or the TANF office), and meeting at The Center Foundation's office or at the mentor's/mentee's home. During sessions, mentors engaged mentees in a broad range of topics including parenting issues, resolving barriers to support service, discussing personal relationship challenges, planning education steps, completing applications, and job search assistance. Mentors attempted to keep mentees focused on their personal goals, especially related to staying in school, developing parenting skills, securing and keeping employment, and moving in the direction of long-term self-sufficiency.

Due to a shortage of volunteer mentors, a small number of YPD control and treatment participants were not assigned to volunteer mentors. Youth without mentors were assigned to a staff social worker or case manager for intensive professional case management and mentoring services. Ongoing one-on-one case management sessions monitored participants' progress while enrolled in YPSN or WomenCare. Some YPD participants who received intensive case management were eventually matched to a mentor, but others did not get such a match. The Center Foundation staff and mentors also assisted participants in securing a full range of supportive services, emphasizing referral to other public and private agencies. The most common referrals addressed childcare, housing, food support, clothing, and health care services.

YPD Services Only Provided for the Treatment Group

The YPD treatment group services were enhancements to the mentoring services provided by The Center Foundation's YPSN and WomenCare programs. Participants enrolled in YPSN or the WomenCare mentoring initiatives were screened to determine if they met YPD eligibility (i.e., were parents or expectant parents in the 16-24 age range). Center Foundation staff met with individuals meeting the criteria generally shortly after their enrollment in one of the two existing mentoring initiatives to inform the individual of YPD services and to determine if the individual was interested in and willing to be randomly assigned to the treatment or control group. If there was interest and willingness to sign the informed consent form, the individual was randomly assigned and informed of their assignment.

The three main enhanced services provided for treatment group members were career navigation, job coaching, and financial literacy coaching. While treatment group participants were engaged in mentoring, these enhanced services were aimed at focusing treatment group participants on career pathways, promoting training and skills development, and helping participants to secure steady employment and long-term self-sufficiency. For parenting youth enrolled in high school, strong emphasis was placed upon staying in school and graduating. For parenting youth who had already attained a high school degree, emphasis was placed on finding steady employment or enrolling in post-secondary education to gain additional credentials and skills. For youth who had dropped out of high school, emphasis was placed on completing a GED and then moving on to additional education, training, and/or securing a job. The three main elements of the treatment group intervention are highlighted below.

Career Navigator. The YPD program funded a Career Navigator, directly employed by The Center Foundation, whose principal role was to work one-on-one with treatment group participants on long-range employment and career goals. The Career Navigator personalized services to each participant's interests, needs, and capabilities. Depending upon the treatment group participant's circumstances, the Career Navigator might encourage the individual to stay in high school and secure their high school diploma; assist the individual in identifying and applying to post-secondary education and training institutions; help the individual plan his/her career pathway and search for a job; support the youth already employed to upgrade skills and obtain better paying jobs; or help the participant secure needed supportive services to maintain employment or attend school. During the week following random assignment, the Career Navigator contacted each treatment group participant to schedule an intake interview and assessment session. This initial meeting was usually held at The Center Foundation office or at the home of the participant. During this meeting, which lasted usually about an hour, the Career Navigator provided an overview of the YPD intervention, had the participant complete the Self-Directed Search (SDS) assessment, and worked with the youth to develop a service plan. After this initial meeting, the Career Navigator tried to contact the participant at least once a week, usually via text message or telephone. The Career Navigator scheduled an in-person meeting with each treatment group participant at least once a month. As appropriate, the Career Navigator also accompanied participants on visits to an education or training provider, a job fair, or human services agency. The Career Navigator sought to work with treatment group participants for one year, though in many instances participants disengaged with the Career Navigator well short of the one-year period..

Job Coach. The Job Coach developed 17 workshop modules, each lasting approximately 1.5 hours, covering topics related to employability and job readiness. Workshops were originally scheduled for twice a week. The Job Coach encouraged participation by distributing flyers and calling/texting participants. However, lack of public transportation, lack of childcare, personal circumstances, and competing demands on participants' time led to sporadic (and much lower than expected) participation in the workshops by treatment group participants. In response to lagging workshop participation, the Job Coach shifted from holding regular workshops, to rolling several workshops into a single longer session (of five to six hours). Shortly after random assignment, the Job Coach interviewed and assessed each treatment group participant. The Job Coach helped each participant to develop a career service plan, which identified short and long-term goals related to employment and steps to achieve each goal. The Job Coach held regular

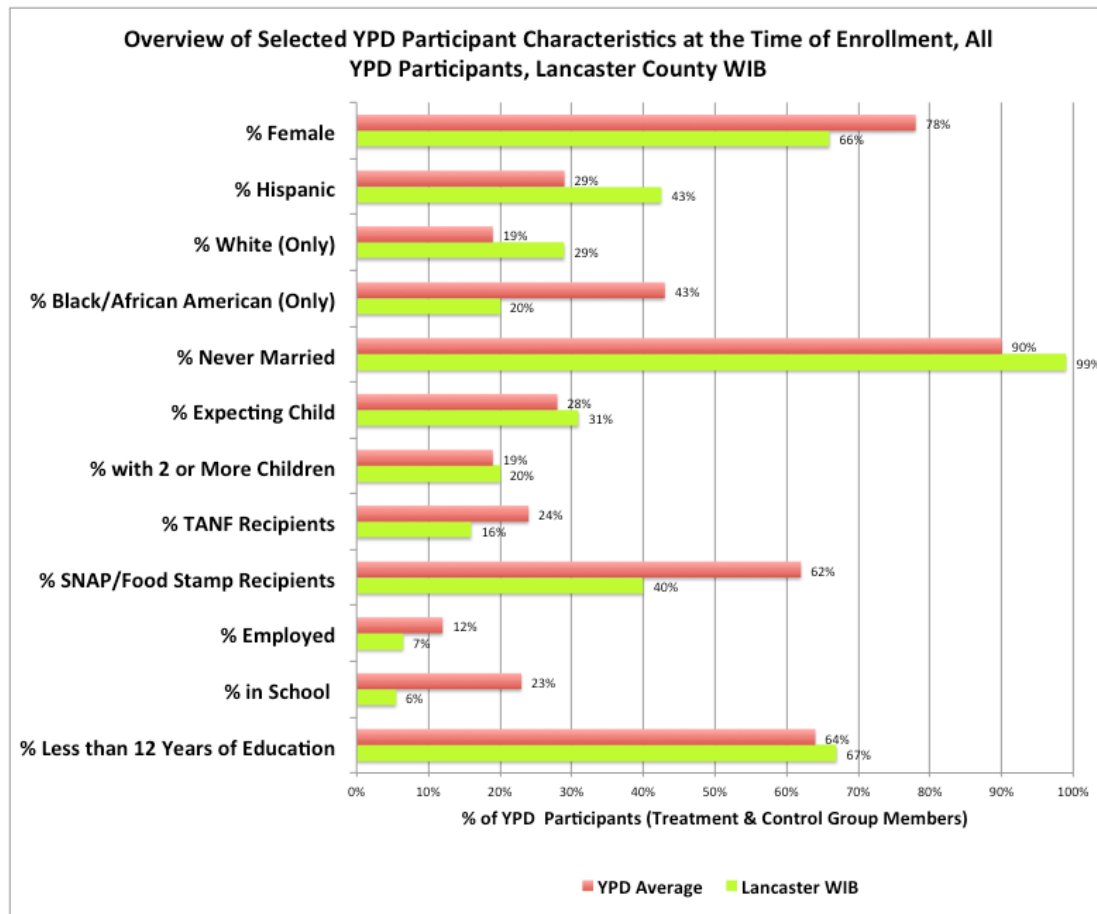
office hours during which participants could drop by to discuss employment, training, and other issues or needs. The Job Coach also was available by telephone, texting, and e-mail to address questions.

Financial Literacy Coach. The Financial Literacy Coach, employed by a subcontracted organization (PathWaysPA), devoted about four hours per week to serve YPD treatment group members. Initially, the coach held four financial literacy workshops regarding budgeting and credit concerns, though sessions were lightly attended by treatment group members. Financial workshops were then rolled into the longer periodic workshops, generally held on weekends. The Financial Literacy Coach also conducted individual financial literacy sessions. During in-home visits with YPD treatment group participants, the coach reviewed handouts from workshop sessions and discussed financial literacy, self-sufficiency, and budgeting.

**Young Parents Demonstration (YPD) Project Summary
Lancaster Workforce Investment Board**

Grantee at a Glance	
Organization	Lancaster Workforce Investment Board (WIB) with a subcontract to Arbor Education at Training, LLC, Division of ResCare Workforce Services
YPD Program Name	Young Parents Demonstration (YPD) Program
Location	Lancaster, PA
Enhanced Services (for Treatment Group Only)	Job experience (paid internships), support services, and volunteer mentoring
Base Services (for Treatment and Control Groups)	Education, occupational training, job readiness, career counseling, and case management (WIA Youth Program)
Grant Period	07/01/2009 - 12/31/2012
Grant Award	\$1,000,000
Grantee Type	Lancaster WIB is a 501 c-3; ResCare is a for-profit firm
Date of First Random Assignment	11/13/2009
# of Youth Randomly Assigned	200

The Lancaster Workforce Investment Board (WIB) administers federal and state monies that fund employment and training programs for low-income youth and adults, as well as dislocated workers, throughout Lancaster County, PA. The Lancaster WIB served primarily as the administrative entity for the YPD grant award, subcontracting approximately 90% of the YPD funding (and most of the grant's activities, with the exception of grant reporting and oversight) to Arbor Education & Training, LLC. Arbor is a division of ResCare Workforce Services, Inc., a for-profit firm that operates TANF programs, Job Corps centers, group homes, WIA youth programs, medical services and other programs for low-income households throughout the country. Under the YPD initiative, Arbor recruited and randomly assigned parenting youth to the treatment and control group, as well as provided both existing and enhanced services for YPD participants. The YPD base (existing) program services provided to treatment and control group members were WIA Out-of-School Youth (OSY) services including: (1) a GED preparation program for out-of-school youth that had not completed high school; (2) a job readiness program for youth with a high school diploma or GED, which would allow them to complete the Ready2Work program and earn a Career Readiness Credential, which includes WIN (pre-assessment), work skills training (Alchemy), and skill assessment (WorkKeys); and, (3) other career or higher education planning consultation. The enhanced services funded by the YPD program built upon the base of WIA-OSY services through the placement of treatment group members into paid internships. Lancaster WIB/Arbor randomly assigned a total of 198 parenting and expectant youth to YPD treatment and control groups. As shown in the exhibit (below), in comparison to participants at all YPD sites, participants randomly assigned to the YPD treatment and control groups at Lancaster WIB/Arbor were more likely to be white, Hispanic, and never married; less likely to be female, in school, and SNAP recipients.



Source: YPD Participant Tracking System.

YPD Outreach and Recruitment

As part of outreach and recruitment activities for its WIA Out-of-School program, Arbor staff distributed flyers within the community and made presentations to staff at a variety of human services agencies throughout Lancaster County. The Arbor staff informed and established referral relationships with an array of public and private non-profit organizations serving at-risk youth in the county, including the county’s public assistance and child support enforcement agencies; Healthy Beginnings, a program operating out of local hospitals aimed at young parents and their newborns; the county’s juvenile and adult probation programs; the Lancaster WIB’s CareerLink; and area high schools. Over time, word-of-mouth proved to be a significant recruitment vehicle, providing an estimated half of all youth eventually randomly assigned under YPD. The county’s public assistance office provided the second largest number of YPD recruits, followed by the county’s child support enforcement agency.

YPD Base Services for Treatment and Control Groups

Prior to random assignment, Arbor recruited and enrolled youth into its WIA-OSY program and a subset of these youth (i.e., eligible and interested parenting/expectant youth) were randomly assigned into the YPD treatment and control groups. All parenting youth eventually enrolled in YPD first attended group orientations for the WIA-OSY program, at which time Arbor staff would review WIA eligibility requirements and services. If individuals were interested and potentially eligible for WIA-OSY enrollment, they would be scheduled for a one-on-one intake

eligibility and screening interview with an Arbor WIA-OSY staff member. Staff would collect the individual's financial and personal information at that time, and the youth would complete a career interest inventory and the TABE. If found to be eligible and appropriate for WIA-OSY, the youth began a two-week probationary period prior to formal WIA enrollment, during which he or she would take the WIN test (similar to a Work Keys assessment). Individuals needed to score at Level III on the WIN test before they were informed of the YPD program and could be randomly assigned. If individuals did not initially pass the WIN test at Level III, it often took several weeks to six months (or longer) to achieve the Level III threshold (before which they could be considered for YPD enrollment). Arbor and Lancaster WIB staff felt it was important for individuals to pass Level III to be considered for enrollment into YPD because those that were randomized to the treatment group needed to be ready for placement into internships.

Once individuals were enrolled in WIA-OSY and had reached Level III on the WIN assessment, Arbor staff informed them of the YPD program and internships available through the program. If they agreed to participate in YPD, after signing the informed consent form, they would be randomly assigned to either the treatment or control group. The YPD base (existing) program services provided to treatment and control group members were WIA-OSY services including: (1) a GED preparation program for out-of-school youth that had not completed high school; (2) a job readiness program for youth with a high school diploma or GED which would allow them to complete the Ready2Work program and earn a Career Readiness Credential, which includes WIN (pre-assessment), work skill training (Alchemy), and skill assessment (WorkKeys); and, (3) other career or higher education planning consultation with Arbor staff. A key goal for YPD participants enrolled in existing services was to secure either a GED or a Career Readiness Credential. Participants in the job readiness program component were paid an hourly stipend of \$3 and could earn up to \$300 (for attending 100 hours of job readiness activities). Arbor job readiness workshops included instruction on resume preparation, effective job search techniques, mock interviews, and job search assistance. Typically, YPD participants were actively enrolled in WIA-OSY program services for up to a year.

YPD Services Only Provided for the Treatment Group

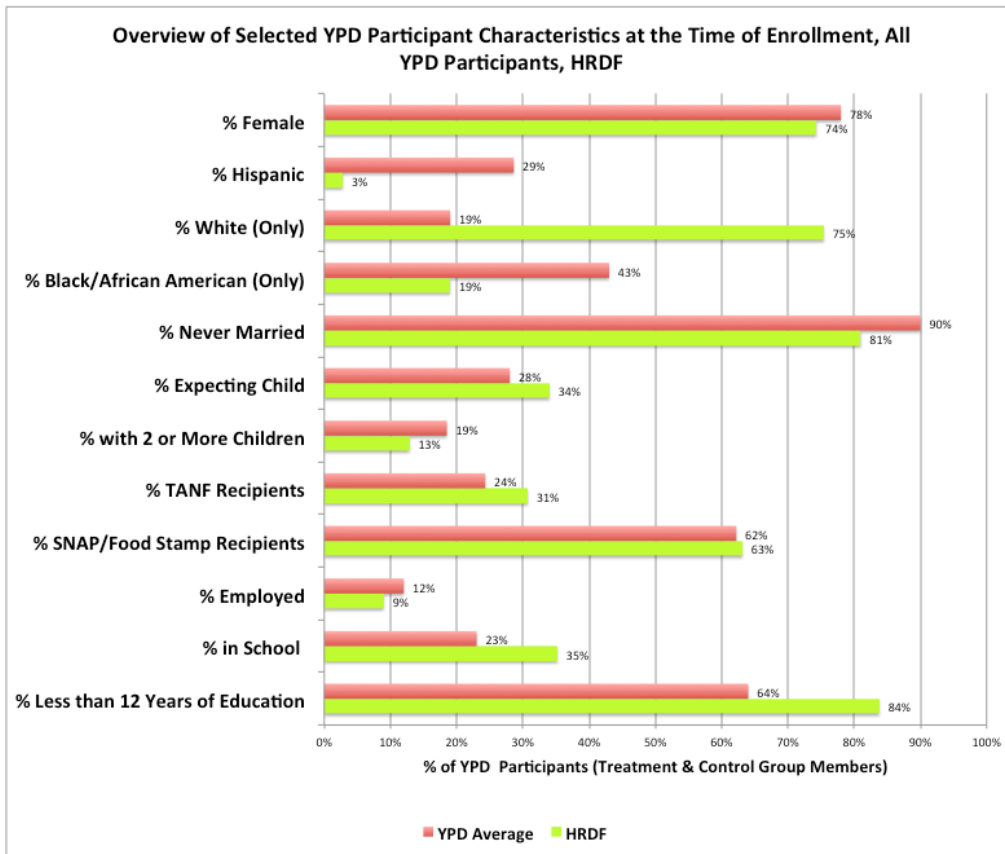
Building upon WIA-OSY services, Arbor YPD treatment group members were placed into paid internships with local employers. Working closely with the YPD treatment group members, Arbor's internship coordinator matched the individuals (based on career interest) with an internship with a local employer. The Arbor internship coordinator worked with nearly 80 different employers over the period of performance of the YPD grant to identify internship positions, including positions at nursing homes, hospitals, Boys and Girls Clubs, the local fire department, retirement homes, a masonry company, a custom door manufacturer, restaurants, and day care centers. Arbor paid the full cost of the internship, which ranged from 10 to 30 hours a week at an hourly wage of \$8. Because of difficulties in interesting some YPD participants in accepting and staying in internships for their full duration, Arbor increased the hourly wage from \$8 to \$10 during the grant period (beginning in 2011). Initially, internships were limited to six months (with the hope that employers would hire the youth into permanent positions or that the individual would build their resume to ease placement into another paid position); in the latter stages of the grant period, several internships were extended to as long as a year because staff felt participants would benefit from longer internship periods. Also with YPD funding, Arbor was able to offer supplemental support services for treatment group participants,

including work clothing (e.g., scrubs), paying for drug tests, and providing transportation assistance. Arbor staff noted that some YPD treatment group participants would have benefited from childcare assistance, but funding for childcare was not available through the YPD grant and so it was necessary to work with other public agencies to obtain subsidized childcare for YPD participants. Finally, toward the end of its YPD grant period (in 2012), Arbor initiated a mentoring services program component to provide added support for YPD treatment group participants. An estimated 15 YPD treatment group participants were assigned to mentors, which were recruited from college students attending Millersville College. The aim was for mentors to be in contact with participants once a week, either by texting, using Facebook, or meeting for lunch. Arbor staff indicated in interviews that they believed mentoring helped reduce attrition from internships and wished they had started mentoring sooner under the YPD grant.

**Young Parents Demonstration (YPD) Project Summary
Human Resources Development Foundation (HRDF)**

Grantee at a Glance	
Organization	Human Resources Development Foundation (HRDF)
YPD Program Name	Young Parents Demonstration (YPD) Program
Location	Charleston, WV
Enhanced Services (for Treatment Group Only)	Occupational training (individual training accounts and on-the-job training)
Base Services (for Treatment and Control Groups)	Education, occupational training, job readiness, career counseling, and case management (WIA Youth Program)
Grant Period	07/1/2009 – 12/31/12
Grant Award	\$727,488
Grantee Type	501 c-3
Date of First Random Assignment	12/9/2009
# of Youth Randomly Assigned	194

Human Resources Development Foundation, Inc. (HRDF), a private non-profit organization, has been operating programs targeting disadvantaged youth in West Virginia since 1967. During the YPD grant period, HRDF operated WIA-funded programs for adults and in- and out-of-school youth in four WIB regions that served 25 (primarily rural) counties in the state. HRDF directly provided all YPD services and activities for treatment and control group members at three central locations throughout the service area. The YPD treatment group intervention provided grant-funded On-the-Job Training (OJT) placements and Individual Training Accounts (ITAs) as an enhancement to the existing education, training, and employment services available through the WIA Youth programs. HRDF randomly assigned a total of 178 parenting and expectant youth to YPD treatment and control groups. As shown in the exhibit (below), in comparison to participants at all YPD sites, participants randomly assigned to the YPD treatment and control groups at HRDF were more likely to be white, in-school, and have less than 12 years of education; less likely to be black and Hispanic.



Source: YPD Participant Tracking System.

YPD Outreach and Recruitment

Because all YPD participants were required to be eligible for and enrolled in WIA as a condition of YPD enrollment, the vast majority of outreach and recruitment efforts were conducted by WIA Youth program staff as part of their ongoing recruitment efforts for their programs. WIA staff recruited new participants in ABE classes, at local career and technical colleges, through contact with guidance counselors at local high schools, and through existing collaborations with community partners. Grantee staff reported that attempts were made to develop linkages with new partners such as local health departments and other locations that expectant and parenting youth might frequent, but these efforts did not result in new referrals. Word-of-mouth referrals through family and friends led some youth to approach YPD staff about the program services; YPD team members then referred those individuals to the WIA Youth staff for eligibility determination. Staff noted that one of their early implementation challenges was educating the WIA staff about the YPD program model and targeting (i.e., expectant and parenting youth).

YPD Base Services for Treatment and Control Groups

Members of both the treatment and control groups participated in the services and activities provided by the WIA Youth program as the existing services. As described above, interested individuals were either referred to WIA staff at the One-Stop Career Center (i.e., American Job Centers) by YPD program staff or were recruited directly by WIA staff. During the intake process, an assessment was completed, and a service plan was created for identifying personal, education, and employment goals, as well as barriers and strategies for addressing those

challenges. Out-of-school youth also were required to take the TABE. Once the individual was enrolled in WIA, the availability of YPD program services and the YPD informed consent form and random assignment process were discussed with those eligible for YPD. Documentation for those who provided informed consent for participation in YPD was forwarded to the Project Coordinator to coordinate random assignment, and participants were informed of their assignment by YPD staff within a few days. Those assigned to the control group continued to work with their WIA Youth Services Placement Specialist on the goals outlined in their service plan. WIA Youth “existing” services included standard WIA education, employment and training services, typically beginning with GED classes for those without a high school diploma. After completing their GED, participants usually attended weekly job readiness workshops for instruction on soft skills, sustaining employment, completing job applications, mock interviews, and computer skills. Participants typically spent an average of 4-6 hours per week on these activities, mostly conducted in a group setting. Grantee staff estimated that the period of participation in WIA services did not typically exceed 12 months.

YPD Services Only Provided for the Treatment Group

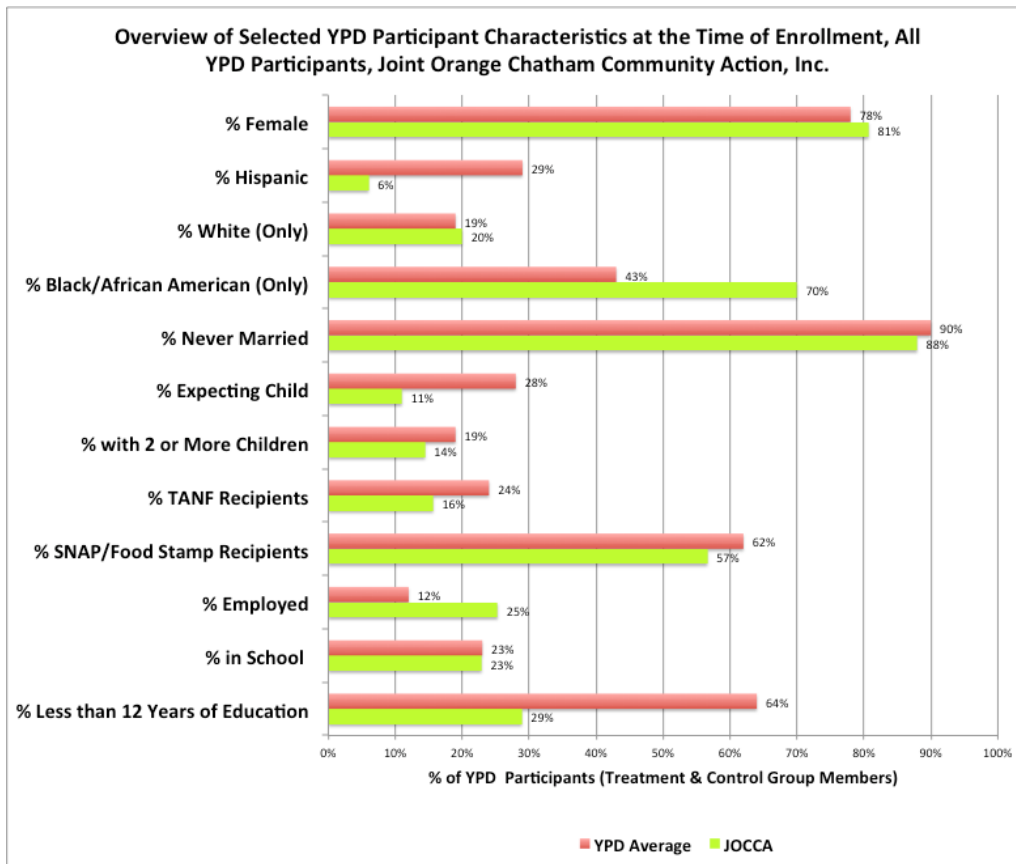
Those individuals assigned to the YPD treatment group were immediately scheduled for a meeting with the YPD Youth Services Placement Specialist to review the participant’s educational and employment goals and discuss the training pathways available to treatment group members. However, prior to entry into the OJT or ITA-funded training slot, treatment group members who did not have a high school diploma or GED were required to participate in GED classes and obtain their GED. This requirement presented a challenge for some participants who were unable to attain their GED or took a long time to complete their GED, and lost their motivation to continue YPD participation. Under YPD, each treatment group participant could receive up to \$3,000 for an ITA to cover tuition costs for occupational skills training that resulted in a degree, certification, or an industry recognized credential. Examples of ITA-funded training included CNA, pharmacy technician training, phlebotomy, and welding. The duration of training varied but was generally a relatively short-term; for example, CNA and phlebotomy training lasted typically for 6 to 8 weeks. OJT assignments (with the opportunity for employment at the conclusion) were developed on an individual basis tailored to the treatment group participant’s career interest. Such OJTs typically were for up to 400 hours, not to exceed 6 months in duration. OJT placements for HRDF participants were made with private sector firms in manufacturing, hospitality, and services sectors. Employers were reimbursed for 100% of the wages from YPD grant funds, with the expectation of hiring at the conclusion of the OJT if the individual performed well in the OJT.

At the same time that treatment group members were involved in GED classes, OJTs or ITA-funded training, they continued to work closely with their assigned YPD Youth Services Placement Specialist. The Youth Services Placement Specialists were encouraged to meet one-on-one with the participants at least weekly to develop rapport and build trust in a manner that had not been possible with the WIA Youth staff who had large caseloads and less time to spend with the participants. The YPD Youth Services Placement Specialists were available to help participants navigate the red tape associated with enrolling in a technical school or were engaged in job development, trying to establish opportunities for the participants.

**Young Parents Demonstration (YPD) Project Summary
Joint Orange Chatham Community Action, Inc. (JOCCA)**

Grantee at a Glance	
Organization	Joint Orange Chatham Community Action, Inc. (JOCCA)
YPD Program Name	Young Parents Demonstration (YPD) Program
Location	Chatham and Orange Counties, North Carolina
Enhanced Services (for Treatment Group Only)	Professional development seminars, career and academic advising, personal development, parenting, and job experience (paid internships)
Base Services (for Treatment and Control Groups)	Mentoring, education, occupational training, job readiness/placement, support services, life skills, and case management (WIA Youth Program and CSBG)
Grant Period	07/1/2009 – 9/30/12
Grant Award	\$630,864
Grantee Type	501c3
Date of First Random Assignment	2/3/2010
# of Youth Randomly Assigned	91

Joint Orange Chatham Community Action (JOCCA), Inc., a private, non-profit community action agency established in 1966, administers programs for, and provides services to, low-income individuals and families in Chatham and Orange Counties in North Carolina. Key programs operated by JOCCA include the WIA Adult, Youth and Dislocated Workers programs, the Community Services Block Grant (CSBG) Family Self-Sufficiency program, and the Weatherization Assistance Program (WAP). The grantee organization, through its WIA Youth Services and CSBG programs, directly provided all YPD services and activities for treatment and control group members in its locations in the two counties served by the YPD grant. The YPD treatment group intervention was a series of personal and professional development and work readiness seminars, an employability lab, and paid internships with private sector and public employers. These services were provided as an enhancement to the existing education, training, and employment services available through the WIA Youth and CSBG Family Self-Sufficiency programs administered by JOCCA. A total of 83 individuals were randomly assigned to the YPD treatment and control groups at JOCCA. Overall, at the time of enrollment, compared with the averages for YPD grantees as a whole, participants in the JOCCA site were more likely to be black and employed; and less likely to be Hispanic, expectant, or have less than 12 years of education.



Source: YPD Participant Tracking System.

YPD Outreach and Recruitment

JOCCA YPD staff employed a variety of outreach and recruitment strategies, which they modified and expanded over the course of the grant period in an effort to meet their enrollment goals. These staff produced and distributed flyers and brochures, and made frequent presentations at school fairs in the local high schools (particularly at school transition fairs for graduating classes). Presentations were also made at career fairs, the local TANF agency, and One-Stop Centers. In an effort to increase enrollment, JOCCA instituted a “blanket” or comprehensive marketing effort, expanding their outreach efforts beyond the agencies and organizations typically targeted. The staff placed flyers and brochures in retail outlets such as maternity shops, children’s toy stores and consignment shops, which, according to grantee staff, resulted in numerous inquiries about program services. The YPD team also developed and maintained a strong presence at the local Inter-Agency Partnership monthly meetings, which provided additional linkages to other community service organizations for sharing of information on available YPD services and recruitment of participants. One of the YPD job developers also developed a Facebook page for the YPD program.

YPD Base Services for Treatment and Control Groups

All treatment and control group members were required to first enroll in either the WIA Youth Services or the CSBG Self-Sufficiency program, which served as the existing services. Although some participants were identified and referred to the YPD program directly by WIA Youth or CSBG case managers, the majority were first identified and referred by the YPD

program staff. Based on the individual's characteristics (e.g., age, income, and family situation), YPD team members typically referred interested individuals to either the WIA Youth or CSBG case manager for eligibility determination. Once the individual was enrolled in one of the two programs (although a few YPD participants were co-enrolled), the WIA Youth or CSBG case manager would complete the intake process, obtain the participant's informed consent, and then randomly assign the individual. Both treatment and control group members would continue to meet monthly with the assigned case manager to work on short-term, intermediate and long-term goals as outlined in their service plan.

WIA Youth Services. Compared to the YPD participants enrolled in CSBG, those enrolled in the WIA Youth existing services program were more likely to be younger (i.e., 18-19 years of age). All WIA Youth participants were required to complete the TABE as part of the intake process. The standard package of WIA Youth education, training, and employment services was available to the participants, including case management, leadership development, GED classes, tutoring, mentoring, occupational skills training, and supportive services (e.g., transportation assistance).

CSBG Family Self-Sufficiency Program. According to JOCCA staff, the CSBG program employed a more holistic approach, addressing the social and economic needs of the entire family unit. Specific services available through this program were similar to those provided by the WIA Youth program and included case management for families, life skills counseling, career counseling, GED classes, occupational training, job placement, and supportive services (e.g., child care and energy bill assistance).

YPD Services Only Provided for the Treatment Groups

As an enhancement to existing services offered by the WIA Youth and CSBG programs, treatment group members received a series of professional development training seminars, an employability lab, and paid internships. Participants assigned to the treatment group met immediately after random assignment with the YPD job developers and were scheduled for a YPD orientation session (initially conducted in groups but modified to be conducted on a one-on-one basis to accommodate the schedules of the participants).

Professional Development Training Series. Following the orientation, treatment group members participated in a series of four workshops. Initially presented in group sessions, these were later conducted on a one-on-one basis with the YPD job developers to better meet the individual needs of participants. The *Personal Development* session approached the workplace from the vantage point of understanding oneself and addressed such topics as setting career goals and establishing a work-life balance. The second workshop, *Personal Management Skills*, focused on strategies for developing and maintaining a household budget, planning nutritious meals, and maintaining emotional health. The *Stepping into the World of Work* sessions provided basic workplace skills for finding and keeping good jobs, including resume development, interviewing skills, and Dress for Success advice, ending with discussions with job developers about career interests and possible internships. The final session, *Building on the Foundations*, expanded on topics introduced in the first three workshops and included, for example, discussions on financial management and disciplining children. Completing all four workshops typically took about three weeks.

Employability Lab and Assessment. Following the workshops, treatment group members participated in an employability lab and a series of assessments, including career goal-setting, learning styles inventory, parenting skills inventory, and the Five Factor Model of Personality Inventory, which measures personality, work styles, and work behaviors. Mini-graduation celebrations also were held, during which, successful participants were presented with certificates indicating that they had completed all of the required components (33 hours) of the first two phases of the intervention.

Internships. Using information collected from the assessments and lessons learned during the first two phases of the intervention, the job developers met individually with participants to identify, based on job skills and interests, mutually acceptable placement sites for paid internships with public (e.g., school system and county government) and private (e.g., hair salons and landscaping companies) employers. Once placements were made, job developers monitored progress during bi-weekly meetings (typically in person, but by phone, if necessary) with interns, providing encouragement; coaching them on job performance, based on bi-weekly performance reviews received from employers; and providing information on job leads and career opportunities. Interns typically worked 20 hours per week for about four months, for a total of 255 hours. Because a number of participants completed all phases of the workshops and the internship but still did not find a job, JOCCA YPD staff decided to add “second tier” internships, which enabled these individuals to benefit from the expanded work skills and experience gained through an additional internship consisting of 100 hours at the same or a new employer.

APPENDIX D: IMPACT RESULTS TABLES

Exhibit D-1: Comparison of the Overall YPD Population and Subsample of YPD Participants with NDNH Data Six Years after Random Assignment

Characteristic	Overall YPD Population	Subsample of YPD Participants
Female (%)	74.9	82.3***
Age (%)		
16-17	16.3	17.8
18-19	32.2	36.0*
20-21	31.8	34.6
22-24	19.7	11.6***
Race/Ethnicity (%)		
Black	44.1	42.9
Hispanic	27.8	29.2
Other	11.6	6.4***
White	16.4	21.5***
Marital Status (%)		
Never married	90.6	89.9
Divorced, separated, widowed	4.1	3.3
Married	5.3	6.8
Expectant parent at intake (%)	28.1	26.4
Number of children	1.0	1.1***
Employed at intake (%)	13.8	9.3***
In school at intake (%)	24.6	22.0
Grantees (%)		
Joint Orange-Chatham Community Action, Inc.	5.7	2.6
Little Rock WIB	11.7	9.1
Center for Employment Opportunities	11.6	4.6***
Good Samaritan Community Services	4.6	5.8*
Lancaster County WIB	7.7	12.4**
Human Resources Development Foundation	8.8	10.0***
Center Foundation	3.6	3.1
Every Woman's Place, Inc.	8.7	6.1***
Brighton Center Inc.	4.7	8.3***
Youth Co-Op., Inc.	7.5	14.1***
Occupational therapy Training Program	8.3	5.7***
City and County of Honolulu WIB	10.7	3.8***
Employer and Employment Services	6.5	14.4**
Sample Size	1,912	842

Source: Authors' analysis of Participant Tracking System data.

Note: T-tests and Pearson's chi-square tests used to assess statistical significance. *<0.1; **<0.05; ***<0.01